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Vol 19

Commission ⑥

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The Province of Alberta

THE ROYAL COMMISSION ON METROPOLITAN DEVELOPMENTS OF EDMONTON AND CALGARY

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(Commission Secretary)

PROCEEDINGS

DATE January 5th, 1955.

VOLUME 19

The Court House

EDMONTON - ALBERTA

SUPREME COURT REPORTERS, EDMONTON

VOLUME 19

January 5th, 1955.

INDEX

Filing of Exhibit 2256

WITNESSES:

LEONARD GERTLER

Examination by Mr. Brownlee	2257
Examination by Mr. Davies	2266
Examination by Mr. Hayes	2269
Examination by Mr. Davies	2274
Examination by Mr. Robison	2278
Examination by Mr. Hayes	2283
Examination by Mr. Davies	2285
Examination by Mr. Robison	2297
Examination by Mr. Blackstock	2297
Examination by Mr. Hayes	2300
Examination by Mr. Davies	2302
Examination by Mr. Robison	2307
Examination by Mr. Davies	2311
Examination by Mr. Robison	2313
Examination by Mr. Hayes	2316
Examination by The Chairman	2319
Examination by Mr. Blackstock	2320
Examination by The Chairman	2322
Examination by Mr. Davies	2323
Examination by Mr. Hayes	2332
Examination by Mr. Davies	2336

NOEL DANT

Examination by Mr. Garside	2339
Presentation of brief	2343
Examination by Mr. Garside	2367

VOLUME 19

January 5th, 1955

EXHIBITS

<u>No.</u>	<u>Description</u>	<u>Filed At</u>
50E	Documents containing various agreements between City and points outside the boundaries of the city and letter attached thereto are substituted for and marked Exhibit 50E in place of the documents	2257
134E	Forms of Official Joint Planning in the United States	2337

WILLIAM

January 25, 1952

MEMORANDUM

Filed At

Georgetown

NO-

501

2257

Documents containing various
agreements between City and points
outside the boundaries of the city
and letter attached thereto are
submitted for and marked Exhibit 502
in place of the documents

2257

Forms of Official Joint Planning
in the United States

1245

THE SITTINGS OF THE ROYAL
COMMISSION ON METROPOLITAN
DEVELOPMENT OF CALGARY AND
EDMONTON, held at the Court
House, Edmonton, Alberta,
on Wednesday, the 5th day
of January, A.D. 1955, at
nine forty five a.m.

THE CHAIRMAN: May I assume, Mr. Garside, that the
city has nothing further to ask Mr. Gertler at this
moment?

MR. GARSIDE: I would like to file these documents.
What they consist of really is a fuller and detailed
statement of the various agreements between the city
and the persons outside, in connection with telephone,
light, water and sewer, and I have attached a letter
which I would like to read to you. It is addressed
to the Secretary, and he says:

"Attached hereto are documents containing information
concerning utility and fire services which the city
provide or undertakes to provide when required at
points outside the boundaries of the city.

For convenience I show below the number and types
of services involved:

- (1) Agreement to provide^{sewer}/and or water services,
15;
- (2) Electric light and power consumers -- 389;
- (3) Telephone customers -- 106;
- (4) Fire protection agreements -- 14.

Charges for these services are shown in the
documents attached.

Exhibit 50E already filed in the proceedings
contains certain information with respect to the for-

2-K-2
Filing of exhibit
L. Gertler - Brownlee ex.

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- 2257 -

"going matters, but it is incomplete and I would respectfully suggest that this letter and the documents attached hereto be substituted for the present documents filed as Exhibit 50E."

THE CHAIRMAN: Now, Mr. Garside, does that mean that those that we have already received and entered may be regarded as withdrawn?

MR. GARSIDE: That's right, sir.

THE CHAIRMAN: And these substituted therefor.

MR. GARSIDE: Yes.

THE CHAIRMAN: And these, Mr. McGruther, will be 50E taking the place of the ones that are withdrawn.

DOCUMENTS CONTAINING VARIOUS AGREEMENTS BETWEEN CITY AND POINTS OUTSIDE THE BOUNDARIES OF THE CITY AND LETTER ATTACHED THERETO ARE SUBSTITUTED FOR AND MARKED AS EXHIBIT 50E IN PLACE OF THE DOCUMENTS FORMERLY ENTERED.

MR. GARSIDE: May I wish each member of the Commission happiness and prosperity for the coming year.

THE CHAIRMAN: Thank you very much, Mr. Garside.

MR. McGRUTHER: They will need it, Mr. Garside.

THE CHAIRMAN: I think, Mr. Brownlee, and am I correct in saying that about the last remark that was made was that you would like to lead off this morning? That's just a free translation of what has been said.

MR. BROWNLEE: Yes, I only have a very few questions, sir.

LEONARD GERTLER was recalled on his former oath, was examined by Mr. Brownlee and testified as follows:

Q Mr. Gertler, I imagine you are rather tired of discussions on optimum size, however, there are one or two points

- 2258 -

Q (Cont.) by way of summary I would like to try and clear up in my own mind. Do I take it that the outside circumference of the green belt be, circumscribes an area which, having regard to the capacity of existing utility facilities, you would recommend as an optimum size for an enlarged City of Edmonton?

A Yes

Q Does that size approximately provide for a population of 350,000 with some slight change either way having regard to the actual density per acre?

A Yes, that is correct. It is the optimum size whether or not there is an enlarged city, I mean, that issue does not enter into the question.

Q That's right, but that is in your opinion the largest size to which the present city should be extended, and when that area is filled out, you then say that future population must go into satellite areas?

A Yes, in a general way that is correct. You may recall in the Brief though that we demonstrated that within that defined area a population of 400,000 might be accommodated if certain adjustments were made in the existing plan, and was suggested that these adjustments could be made without any prejudice of basic principles.

Q To that extent your green belt is flexible?

A Yes, and also I would say that we wish to establish a principle of growth which is growth in a decentralized form, which doesn't take place mechanically when certain limits are reached, but which has to be striven

- 2259 -

A (Cont.) for today and now.

Q Let us suppose that some person who is capable of making an estimation of the possible development in this area should say to you that Edmonton could well reach a population of four hundred and fifty or five hundred thousand, I believe you suggested to Mr. Steer that your chart projecting population growth was only a projection of past growth, is that correct?

A Yes, it is true.

Q You suggested that in order to make it a chart which might be taken as a professional estimate of future growth over a given period of years, it would require a type of study which you have not carried out and would not undertake at the present time, is that correct?

A Yes, it would require an analysis in detail of the entire economic structure of this area, the type of analysis which we have attempted to do for smaller and simpler communities within our district, but which in the case of Edmonton is a terrific task. However, I would like to make this point: there have been surveys made by statistical experts on the results of past forecasts. I can give you the specific reference later on if you would like to have it?

Q Yes, I would.

A And they, for example, have examined forecasts in the past against census information, you see, with hindsight, and what they have found is this: that no matter what method has been used, that is, the

However, I must leave
you with a good night's sleep.
I will be back to see you the next day.
I hope you will be well.

I am, Sir,
Your obedient servant,
J. H. P.

A (Cont.) simple type of method or the complex type of method, that within ten years there has been a reasonable accuracy in the forecasts. I believe that the margin or error was within ten percent, but when you get beyond ten years, the margin of error invariably increases a great deal.

Q Yes.

A No matter what the method.

Q Well now, I got away from the question I intended to ask you, and that is this: if as a result of a study such as that it was suggested that Edmonton could reach a population of five hundred thousand or say six hundred thousand, would you say now that that, that the green belt "B" should not be expanded to allow the continued outward growth of the present city, and by the same token would you say that over a certain figure of 350,000 or 400,000 the remaining population should go into satellite towns?

A Well, I would say first of all that we do not anticipate that situation until it arises.

Q No, but if it were?

A Secondly I would say that in the final analysis it comes down to what the people want and what they are willing to pay for. I think that I will stand by the basic statement that there is a relationship between size and cost and that it will cost more for municipal services as the city goes to 450,000, 500,000 people, but if the people of the area wanted, then that, I think is the decisive factor.

Q Now, can you give me any actual illustration of a city, we will say in North America where planning has been

of the

the first day of the year 1900

the first day of the year 1900

the first day of the year 1900

-2261-

Q (Cont.) premised on the theory of optimum size and has been carried into practice with any notable results, or is this optimum size concept at the present time in the theory stage only.

A Well, it is a bit of both really. I have noticed that, for example that the city of Washington, D.C., apart from the City of Ottawa, which I cited at the last hearing, I should say the capital region. Washington is pursuing a principle of growth which is very similar to the one which we are attempting to apply here. For example, here is a statement of principle, of basic policies within The National Capital Region.

Q Is that an exhibit?

A No, it is not an exhibit.

Q Is it available, is it work that is available?

A It is probably available from The National Capital Planning Commission.

MR. ROBISON: What is the title of the document

A It is called "People and Land".

MR. ROBISON: Where is it published?

A It is published in Washington, D.C. by The National Capital Park and Planning Commission, and it is a portion of the comprehensive plan for the National Capital and its environs, and for your information I will read a few short excerpts on this question:

" Whenever consistent with efficient functioning by an agency or activity, it should be located or relocated outside of the central area in one of three general zones -- outlying

Department of Agriculture

Washington, D. C.

June 1, 1914

Mr. J. H. ...

Dear Sir:

I have the honor to acknowledge the receipt of your letter of the 28th inst.

and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.

I am, Sir, very respectfully,
Yours very truly,
[Signature]

cc: 100

Enclosed is a copy of the report of the committee on the subject of the proposed amendment to the constitution of the United States.

I am, Sir, very respectfully,
Yours very truly,
[Signature]

Very truly yours,
[Signature]

A (Cont.)

"parts of the District of Columbia, such as the vicinity of Fort Drive, the planned intermediate ring road; the edge of present urban development, 10 to 15 miles from the White House;^{or} distances of 50 miles, more or less, for industrial, experimental, or confidential activities."

And then:

"As a general policy, basic employment centers should be distributed throughout the metropolitan area in balance with existing and potential residential areas and transport facilities. The centers could well be placed in real satellite towns in line with public economy, public efficiency, and private convenience."

Q Would you just stop at that point?

A Yes.

Q I'm not just too sure that I have the subheading from which you are reading, but I notice he says "could well be placed". Could you stop at that point and tell me whether this is a summary of something that has been done or a summary of something that the author suggests should be done?

A No, well --

Q In other words, is it a theory or --?

A No. I would like to first of all point out the frame work within which National Capital Planning goes on in Washington. That is, it is a body which

will not be able to do so, and the
the only way to get the money
the only way to get the money
the only way to get the money

- 2263 -

A (Cont.) is vested with executive authority, and, in fact, it is the policy of the federal government. I was going to refer to this statement that announcements in August, 1950 to disperse government centers for defence purposes fit the above proposals. Principles of comprehensive regional planning remain the same.

I would assume that this is an active policy of The Capital Region Planning Commission.

Q MR. ROBISON: Well, it is published, I take it, then by the body which you state has executive authority?

A Yes.

Q MR. BROWNLEE: Incidentally, Mr. Gertler, do you know off hand what type of a green belt they have in Washington, do they have an encircling green belt?

A I am not absolutely certain as to the shape of the green belt in Washington.

Q All right. Now, when was the plan which you have brought before this Commission first originated? What is the name of that colored map?

A The Outline General Plan.

Q The Outline General Plan, when was that conceived?

A Well, it has evolved since the summer of 1950, and it has gone through several amendments since that date.

Q And is it fair to say that the development of this plan was to a very large extent motivated by the influx of the industry, particularly the petrochemical industry in the Edmonton area?

For a complete list of the
names of the persons who have
been elected to the office of
Mayor of the City of New York
since 1785, see the list of
Mayors of the City of New York
on page 10 of the report of the
Committee on the City of New York
for the year 1890.

-2264 -

A Well, I think that was undoubtedly a big factor, but it is a comprehensive plan concerned with the best land use for the whole area. I don't think it is, it has only a reference to part of the area.

Q In a former statement before this commission you said in effect that planning would have as one of its purposes, or, at least its effects.

A Yes.

Q The restraining of industry from freely locating where lands may be cheaper, is that correct?

A Yes, I believe the statement needs some qualification. However, if there is some particular point you wish to raise, perhaps I could make a qualification later?

Q I just wanted to confirm that that was a statement made by you ?

A Yes.

Q And you also stated that the tax differentials in different municipalities naturally had an effect on the location of industry?

A Yes.

Q Now, do you feel yourself that it is rather unfair as between different municipalities that one municipality should be able to obtain a concentration of industry through a lower mill rate than another municipality?

A Yes, I feel if that is the only factor, if it is the only factor which determines the distribution of industry, then it is unfair. It is not in all cases the only factor, however.

Q Now, looking at it from another angle, do you think that to be practical there is any likelihood that you

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ST. JOHN'S COLLEGE

NEW HAVEN, CT

- Q (Cont.) could get industries of the type that are now concentrated in Strathcona to disperse themselves in a fairly even manner over this province or even over this general area in order to equalize the tax situation among the municipalities?
- A No, I think that we all must recognize certain natural locational advantages in that southeastern area in which I think taxes have not been the decisive factor. However, I would like to say this: that in the last couple of years I think that I have noticed a tendency for industries which are not in any special way tied to the southeastern area, preferring it because of the substantial tax differences.
- Q Yes. This question is a very general one, Mr. Gertler, but it is my recollection from the evidence that the industrial reserves planned for here are proportionately much in excess of the reserves planned for in certain other cities such as Ottawa, particularly Ottawa, Cleveland and Philadelphia. Do you recall whether that is correct?
- A Yes, references were made to give some basis of comparison, however, you will recall that we didn't feel that that was the only consideration.
- Q No, but I am asking you, am I correct in my recollection that in those three cities, for example?
- A Yes.
- Q The reserve is substantially higher in proportion to population?
- A Yes.
- Q I wonder why that is?
- A Why the reserve here is higher?

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1000 S. MICHIGAN AVE.
CHICAGO, ILL. 60607
TEL. 773-936-5000

Q Yes, why the reserve here is higher proportionately?

A Well, I think that part of the answer is the nature of petro-chemical industry and the large sites it requires.

Q You wouldn't be prepared to admit that to some extent it could be over optimism when you have regard to the comparatively small size of Edmonton at the present time.

A Well, I think I must -- I really can't say.

Q All right. Now, The Edmonton District Planning Commission is a voluntary organization at the present time?

A Yes.

Q You recommend that membership should be compulsory?

A Yes, we recommend that every municipality should be represented on the Commission.

Q Has the Commission at any time in the last three or four years made that recommendation directly to the Government?

A No, this is a recommendation of the Commission as a body now. It has not been made to the Government.

MR. BROWNLEE: That is all, thank you, Mr. Gertler.

THE CHAIRMAN: Thank you, Mr. Brownlee.

Yes, Mr. Davies?

MR. DAVIES QUESTIONS THE WITNESS:

Q I just noticed, Mr. Gertler, on that last question asked you by Mr. Brownlee, are you familiar with Bill 80 in Ontario ?

A Yes.

Q Is it not a fact that they have adopted mandatory powers there with respect to membership and planning?

THE CHAIRMAN
OF THE BOARD
OF DIRECTORS

OF THE COMPANY

AND

THE SECRETARY

OF THE COMPANY

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A Yes.

THE CHAIRMAN: Now, Mr. Harries you have no questions?

MR. HARRIES: No questions.

THE CHAIRMAN: Anybody else, Mr. Bryan?

MR. BRYAN: No.

THE CHAIRMAN: Then, if the Commission itself would care, any members care to ask Mr. Gertler questions, would you proceed to do so, please and ask them now. Mr. Davies?

MR. DAVIES EXAMINES THE WITNESS:

Q Yes, I was going to take Mr. Gertler through some of the provisions of the existing Act. Have you got your Town and Rural Planning Act there, Mr. Gertler?

A Yes.

Q Would you take part 1 on page three, please, section 7 provides that The Provincial Planning Advisory Board shall, under subsection (b) and I quote:

"hear and decide appeals in all cases where by virtue of any bylaw passed by any council under the provisions of this Act the Provincial Planning Advisory Board is assigned such duties," would you, Mr. Gertler, without referring to any appeals from the City of Edmonton, give the Commission some idea of what appeals, if any, have gone to the Provincial Planning Advisory Board from any of your members other than the City of Edmonton?

A Directly from the councils?

Q In every respect?

A Or from an applicant?

Q Yes.

A I see.

Q Have you had many appeals?

A We haven't had very many, but there have been some appeals against the decision of the Commission on subdivision.

Those have been the main type of appeal, and they have been, well, for example, there have been times when the Commission has turned down a small holding subdivision of parcels less than three acres because for certain reasons they feel small holdings should be three acres, and such decisions have been appealed to The Provincial Planning Advisory Board.

Q Is this in cases where the municipality member of The District Planning Commission has delegated to The District Planning Commission that particular function?

A That particular function has been delegated by the province under their subdivision regulations.

Q Have there been any public hearings of these appeals by the Provincial Planning Advisory Board, or what form have the appeals taken, submissions by letters or by legal counsel or how?

A As I understand it, they are submissions by letters. Our office was asked to explain the decision of The District Planning Commission and, I believe the applicant was given an opportunity to explain his case in writing as well.

Q But no personal appearance before the Board as such?

A I don't believe so.

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Q No particular dates set for a Hearing?

A I don't think so.

Q Before I pass on to sections beyond part 1 dealing with The Provincial Planning Advisory Board, perhaps some other members of the Commission would like to ask some questions on this particular subject?

THE CHAIRMAN: Mr. Hayes?

MR. HAYES: No.

THE CHAIRMAN: Mr. Robison?

MR. ROBISON: No.

MR. HAYES QUESTIONS THE WITNESS:

Q Under section 8, subsection (c) it says:

"The Provincial Planning Advisory Board may pay moneys and make grants to any municipality or District Planning Commission for such purposes and within such amounts as may be specified by the Lieutenant Governor in Council from time to time."

Mr. Gertler, are you aware of any grants that The Provincial Planning Advisory Board has made other than towards the contribution in respect to the administration of the Commission itself?

A That, I believe is the only grant.

Q Are you aware of any grants that have been made for any specific projects?

A Well, I believe that outside the District Planning Commission areas they have sometimes assisted a local authority in the obtaining of aerial photographs, and have paid a part of the cost of aerial photography for certain towns.

- 2270-

Q We will pass on to section 11, that is under the subheading "District Planning Commissions". Section 11 says:

"The order establishing a Commission shall specify", and subsection (c) says:

"the number of members to be appointed to the Commission by each represented municipality," and subsection (d) says:

"The number of members to be appointed to the Commission by the Provincial Planning Advisory Board to represent the province."

In respect to this subsection (d) would you care to express any opinion as to whether or not it would be advisable to set a maximum number of representatives that the Provincial Planning Advisory Board should appoint to any District Planning Commission to represent the province?

A Well, sir, that in fact is what is done now. There is a maximum number of four is established in the regulations.

Q But it is not established by the Act, is it?

A It is established by the regulations under the Act.

Q Well, what you are referring to is that it is established by the order in council that establishes the constitution of The Edmonton District Planning Commission as at present?

A Yes.

Q But do you feel it would perhaps be advisable to put a maximum number in the statute itself?

A If that would be necessary to limit the numbers, yes,

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1. The first part of the report is devoted to a general survey of the situation in the country. It is found that the country is in a state of general depression, and that the people are suffering from want and distress. The cause of this is attributed to the war, and to the policy of the Government.

2. The second part of the report is devoted to a detailed account of the various departments of the Government. It is found that the administration is inefficient, and that the various departments are in a state of confusion. The cause of this is attributed to the war, and to the policy of the Government.

3. The third part of the report is devoted to a detailed account of the various departments of the Government. It is found that the administration is inefficient, and that the various departments are in a state of confusion. The cause of this is attributed to the war, and to the policy of the Government.

4. The fourth part of the report is devoted to a detailed account of the various departments of the Government. It is found that the administration is inefficient, and that the various departments are in a state of confusion. The cause of this is attributed to the war, and to the policy of the Government.

5. The fifth part of the report is devoted to a detailed account of the various departments of the Government. It is found that the administration is inefficient, and that the various departments are in a state of confusion. The cause of this is attributed to the war, and to the policy of the Government.

- 2271 -

A (Cont.) because I think that it is now recognized that a certain limit is required.

Q As a matter of practice, Mr. Gertler, in the meetings of the District Planning Commission do the representatives, the four at present sitting that are appointees of the Provincial Government, do they as a matter of practice take an active, a really active part or do they have an inclination to sit back more and let the discussion come forward from the municipalities' representatives themselves?

A Well, I think that partly it is really a matter of individual personality; some of them take a more active part than others. In general I would say that they confine themselves to issues which relate to their particular specialties.

Q For example, Mr. Gertler, at our Hearings recently in Calgary before Christmas?

A Yes.

Q It was suggested there by a person giving evidence that there wasn't any need whatsoever of any representatives of the province sitting on a District Planning Commission. What would you feel, how would you feel towards that suggestion?

A I couldn't accept that statement, sir. I feel that there is no question that there are many areas of interest that the Commission has in which the province is the spending authority, and in the final analysis is the planner, and we would want to have an opportunity for some integration, in thought any way, on the various provincial policies as they apply to our district.

- 2272 -

A (Cont.) I think that the sort of basic nature of this need is demonstrated in the facts, for example, of the Joint Planning Agencies of the United States.

I have got a statement here which I will file later as an exhibit covering 23 Joint Planning Agencies in centers above one hundred thousand, and invariably they include either representatives of the State or of the county, which is a state agency in the United States, and I think for the same reason that we would like to have them here, although, in most cases these people are classed as ex officio members.

Q Let us pass on to Section 14, subsection (g) which says a Commission may:

"Exercise such rights and powers and perform such duties as may be vested in it by the Lieutenant Governor in Council or delegated to it by a council of a municipality represented on the Commission."

Would you indicate to the Commission please, Mr. Gertler, firstly what powers have been delegated to the Planning Commission by the Lieutenant Governor in council and, secondly to what extent your membership has delegated to you certain of its powers.

A Well, with regard to the first, the only delegation from the Cabinet is the subdivision control. That is delegated in the provincial subdivision regulation.

With regard to the councils, the delegation is of a much more informal nature and has not in any case taken the form of a resolution by council asking the Commission to do this and that, but it is more in the nature of the council saying

FIGURE

THE ONLY RELATION

IN THE HISTORY OF THE UNITED STATES

TO THE GREAT WESTERN EXPOSITION

AT OMAHA, NEBRASKA, 1892

BY J. H. MANN

- 2273 -

A (Cont.) that we will act upon the Commission's advice, but there has been no formal delegation.

Q Well then, it is correct to say then that no one member municipality has officially taken advantage of any of the provisions of the Act in respect to delegating to the Commission certain of its rights which it could otherwise exercise by statute, is that correct?

A Correct.

Q Do you think it desirable that that should be taken advantage of to a greater extent by your Commission?

A Yes, to the extent that we have stated in our briefs, that is, I don't think that it, there is any need for the delegation of essentially local powers. We would, I think it would be wrong for the Commission to attempt to administer any aspect of the plans of our local towns or most aspects of the planning of our municipal districts, but for certain things which have been defined metropolitan and regional things, I would say yes.

Q Now, would you turn to section 66 dealing with general plan? Is there any general plan formulated by any of the members of The Edmonton District Planning Commission other than, let us say for the Edmonton area, the outline general plan for Edmonton, outside, and Fort Saskatchewan?

A Well, yes, most of our municipalities, let us say, with the exception of the Town of Devon and the Municipal District of Leduc are carrying on a planning function either by means of interim development control, That would include the Town of St. Albert, Stony Plain,

- 2274 -

A (Cont.) the M.D. of Morinville and the M.D. of Stony Plain. They are carrying on planning under interim development control and the others by means of advisory planning commission, and in all cases general plans to varying degrees of completion are adopted.

In the Town of Leduc which operates now under a planning advisory commission, our commission has just completed a comprehensive general plan proposal which will be published in mid February, and the process continues in most of our municipalities.

THE CHAIRMAN: Excuse me, Mr. Davies, is that as comprehensive as the survey made in Fort Saskatchewan?

A It is the same type of report.

THE CHAIRMAN: Thank you.

MR. DAVIES QUESTIONS THE WITNESS:

Q And have any of these general plans other than the plan for the City of Edmonton area, have they been adopted by bylaw and approved by the minister under section 68 subsection 2?

A Well, not -- I don't believe so. Most of them have retained the interim development frame work, which itself is, as you know, under ministerial approval.

In the case of the Town of Morinville the zoning bylaw is to have its third reading in the near future, and in the case of the Town of Leduc, the zoning bylaw will be prepared on the basis of our pending general plan.

Q Let's take, for example, the general plan for the Town of Leduc?

- 2275 -

A Yes.

Q Is it within the comprehension of that plan for the Town of Leduc that certain allowances are made beyond the geographical boundaries of the Town of Leduc or is the plan just within its existing boundaries?

A No, there are certain proposals made for the adjacent areas, but they would have to be implemented by the outlying municipalities as a cooperative gesture.

Q Well then, if there is a general plan, for example, for the Town of Leduc, you say that has been approved. Does that mean it has also been approved by the council of the adjoining municipality or municipalities?

A No, not automatically.

Q I realize not automatically?

A Yes.

Q But have these general plans for any of the towns in the area?

A Yes.

Q Gone and have they developed to the extent that they have been approved by the town council, let us say?

A Yes.

Q And over and beyond that have been approved by the local boundary municipalities that would be affected?

A Yes, first of all with regard to Leduc, I did not say really that the town has approved a general plan because it is not yet published. I have indicated that they intend to pass a zoning bylaw, implementing it, and so, of course, the municipal district has not passed the general plan.

There is one notable case of town-country co-

- 2276 -

A (Cont.) operation, and that is in the vicinity of St. Albert.

St. Albert and the M.D. of Morinville operate under interim development control. St. Albert by resolution which is official means of implementing the evolving general plan, has adopted a certain land-use plan, and they have asked the municipality to establish an agricultural belt around the town, and that has been duly adopted by the interim development board of the Municipal District of Morinville.

So that is one case where that has been done.

Q And, roughly speaking, how far beyond the existing boundaries, the existing legal boundaries of the Town of St. Albert does the general plan for the Town of St. Albert more or less operate?

A Well, within a radius of about three miles from the center of the town.

Q Let us suppose that after the Town of St. Albert passed this bylaw, that the Town of Morinville refused to give the necessary cooperation, so what the Town of St. Albert considered in its interest would be put into effect, under existing legislation where would the situation rest and what would happen?

A Well, it would depend entirely upon voluntary cooperation of the Municipalities concerned. There is no means of enforcing the area plan for a town.

Q And under the recommendations that are contained in your brief, what difference would it make in such a situation? It does not look as if the situation would be any different, does it?

- 2277 -

A As I recall the brief does not touch the local planning of the outlying towns, that is, it would still leave implementation of local area plans to the cooperation of the municipalities concerned.

Q Is there any implication from the fact that you recommend in your brief compulsory membership, is there any implication that it would have to follow from that that there might be an appeal to an independent body on any point of difference?

A Yes, certainly I think that the Commission would favor that approach.

I would like to report that in response to the queries of the last session, the Commission has sent out a circular questionnaire to its members on the points that have been raised, and we have received back a very representative reply, and we will be filing it with the Royal Commission in the near future, and it contains specific answers of our members to the questions of appeal and compulsory membership and advisory versus executive authority and other matters of that sort.

Q May I turn to the Town of Fort Saskatchewan?

A Yes.

Q I understand you have a general plan for Fort Saskatchewan, have you, for the Town of Fort Saskatchewan?

A Yes.

Q And that involves certain plans beyond the existing boundaries of the town?

A Yes, yes.

Q And the adjacent municipalities have given their assent

Q (Cont.) to that plan?

A Not to my knowledge in a binding fashion. There have been discussions between the town and officials of adjacent municipalities, and I believe the town feels that they have the cooperation of the adjacent municipalities in that these municipalities would not do anything to obstruct the plan, but I do not think that there is anything legal and binding.

Q THE CHAIRMAN: Mr. Gertler, how many municipalities would be affected in the area around Fort Saskatchewan?

A Well, on the south side of the river, Strathcona and on the north side, Sturgeon.

Q MR. DAVIES: Is there any real need existing for controlling urban or fringe development on the boundaries of a good size town?

A Yes, that is something which we have tried to take into account with our limited access plan for highways, that is, it would be an aspect of the general plan for road side control.

Q MR. ROBISON: Does not your Highway Traffic Act give you certain powers there in any case?

A The Public Highways Act gives the minister powers to establish intervals of development on highways.

MR. ROBISON QUESTIONS THE WITNESS:

Q Just in line with Commissioner Davies' question on the general plan, I refer you to 65, subsection 2. I was interested in the comment made by a witness here in Edmonton. It states that the general plan shall be prepared by qualified persons. I asked in Calgary of a witness what was meant by "qualified

- 2279 -

Q (Cont.) persons", and I could get no answer. Now, I am not being theoretical here because the witness Mr. Herring in Edmonton said that the dreams of planners, and he suggested by inference that they probably were dreamers to some extent, needed to be checked by the conclusions of hard headed businessmen. Now, the Act clearly states that the plan must be prepared by qualified persons. What does that mean, have you any idea? It is not defined .

A Well --

Q Are you a qualified person?

A I hope so. I think that the intention here, and I have certain circumstantial evidence for this understanding, is that they should be people who have been specifically trained for the job.

Q Like Mr. Lash, Mr. Dant, and Mr. Martin in Calgary?

A Yes. I say that because of this reason: the province will not delegate, for example, its subdivision authority to any local authority which has not got a technical staff. That would seem to be some indication as to what is meant in the Act. However, I would like to point out, and I am very glad you raised this question of dreamer versus the practical man. If you look at the roster of the Commission membership --

Q That's exactly what I was getting into next?

A You find farmer, craftsman, businessman.

Q What kind of a businessman?

A Storekeeper.

MR. HAYES: Anything other than a dreamer.

- 2280 -

Q MR. ROBISON: Maybe you should have the conclusions of the businessmen checked by the dreamers sometimes. Well now, Mr. Gertler, pursuing this a little further, in Ontario, just for information, under section 179 of their Act, Bill 80, they talk about the minister of planning and development shall define a planning area. As you remember, under the planning act, which shall include the metropolitan area and such other municipalities or parts of municipalities as in his opinion constitute a complete planning unit. Now, that arose by reason of a recommendation of the Board that examined the situation. Would you as a planner consider that a sound approach for a situation similar to the one that may exist in this metropolitan area, the minister of planning or someone with that power defining a planning area and so on?

A Oh, I think that, as far as the definition of the planning area is concerned, I would agree that that is a correct thing to do. However, I would not agree that the central authority should be given extra territorial rights beyond their own municipal limits, which is the Toronto case.

Well, in the Toronto case the metropolitan corporation is co-extensive with thirteen municipalities, but the actual planning region that is defined is broader than that, and they have authority in that broader region. Well, I don't think that that is fair or workable.

Q MR. DAVIES: But isn't the area beyond the corporate limits of the City of Toronto, Mr. Gertler, any municipality, that is, are they not protected by having an appeal

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Q (Cont.) and having their choice of appeal
or
to the minister/to the Ontario Municipal Board which
must hold public hearings ?

A They have appeal, yes, that's a safeguard, but I still
think that it's a procedure which is fraught with the
possibilities of friction and antagonism because it
means that you walk into a municipality which is con-
cerned with the effects of planning, that is, let us
say, the revenue effects of planning, and you do things
which, well, it is a split between responsibility and
authority, which I don't think is --

Q There is a problem in that area, isn't there, or,
would you agree?

A In the Toronto area?

Q No, in this whole approach to planning?

A There is a problem, but my personal opinion is that
the Toronto answer is not the right solution.

It is a case of, it gives, it is biased too much in
favor of the central city rather than it being some-
thing which is undertaken by the people within the
area concerned.

Q MR. ROBISON: Don't you think that having regard
to the fact that there is a right of appeal or public
hearing on all the interests that may be submitted.

A There is a limit to the extent to which you can appeal,
and appeal is not always a satisfactory recourse.

Q Mr. Gertler, if you give executive authority, is it
not consistent to say that there should be the right
of appeal?

A Oh, certainly.

-2282-

Q But you question the --

A The extra territorial aspect of the Toronto solution.

Q You have a right to question it?

A Yes.

MR. ROBISON: Have you finished with The Town and Rural Planning Act, Mr. Davies?

MR. DAVIES: No.

Q MR. ROBISON: I have one more question just of a general nature that might come under the situation of a general plan. Mr. Gertler, would you agree with this statement: it is an unfortunate fact that most rural municipalities fail to recognize the need to control and direct their physical development until irreparable mistakes have been made. That is from the Board report in Ontario?

A Well, speaking from Edmonton's experience I would say that it does not apply to all the rural municipalities in this area. I wouldn't say most of them. I think that inevitably the outlying municipality is not as much aware of nor concerned with problems of urban development.

Q But are there any danger signals on the horizon which might show in a generation that certain moves should have been made at about this time?

A Well, I would say this, sir, that to the extent that our real region is now broken up by the removal of the municipal districts of Sturgeon and Strathcona, there is a great hazard that there will not be the proper integration of development in this area. I don't say that there is, but there is a great hazard because inevitably if the municipalities who live side

A (Cont.) by side in an interdependent area are not meeting around a table and considering the effects of their respective individual policies, inevitably you have the danger of bad development.

Q Is that pointed out by the illustration given in your last brief of the highways in the City of Edmonton ending up in a house in some adjoining municipality?

A Well, that is an example of the type of problem involved, although, of course, there are others.

THE CHAIRMAN: Mr. Hayes?

MR. HAYES QUESTIONS THE WITNESS:

Q Since Mr. Robison's questions involve rural districts, does that imply that the urbans have made a better job, or there is nothing to be desired, in other words, they are all aboutⁱⁿ/the same position, isn't that right?

A As I understand Mr. Robison's question, it was the attitude of rural municipalities to the outward thrust of urban development, and I would say that in general where this urban development has occurred within the corporate limits, let us say, of an essentially urban municipality, let us say farm land on either side of the line, that that development has been of a better nature on the city side than on the country side in general because the city side is more aware of and more concerned with urban problems. I think that is the position I would take.

Q That is an overall picture, not any individual municipality in itself. What about these other fringe towns? You mentioned Fort Saskatchewan and Leduc and so on?

A What particular point?

- 2284

Q Have they made a better job of their planning than what the rural districts have?

A Has the Town of Fort Saskatchewan?

Q Any of those towns, take them all?

A Well, they are dealing with different problems. I would say that in problems of rural land use, that the rural municipalities through their agricultural service boards have done as well in their particular field as the urban municipalities have done through their planning bodies or zoning bylaws, but they are different spheres of interest.

THE CHAIRMAN: Then, I think we will take our mid-morning recess at this time from now until 11:05.

(At this point the Commission stood adjourned until 11:05 and reconvened.)

1. 10. 1948

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M-1

L.O. Gertler - Davies Ex.

- 2285 -

Q Mr. Gertler, I would like to come back again to the Toronto situation. I have a copy of the plan of the Toronto Metropolitan Planning Board, and as you are no doubt aware that extends roughly for an area or for a distance of eight miles beyond the existing boundaries of the new Federal Metropolitan Area of Toronto.

Now, as a matter of academic interest who would you expect to be most interested in that eight mile distance beyond the existing boundaries of Toronto, the rural areas that comprise it or the metropolitan area containing 1,250,000 people?

A Well, I think that they are both interested. For example, I don't think that it is a foregone conclusion that it is necessarily a correct principle of growth for this Toronto area to thrust out into good farm lands and grow by successive accretions. I don't think that is necessarily a foregone conclusion, but the type of organization they have set up would seem to make it so. It seems to me that if you have in the area you are concerned with in the city centred region all the municipalities evolving the plan, then you will get a proper balance between the interest of urban and rural land; otherwise you will get an over-balance of the urban interest.

MR. ROBISON: Just at that point, 179 (7) (B) of Bill 80 says:

"No official plan of a subsidiary planning area shall be adopted that does not conform therewith."

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MR. ROBISON: (Cont'd) That's the overall plan for the metropolitan area; so it would seem to me that they do comprehend in their statute control or the likelihood for the necessity of control in that eight mile area on behalf of the Metropolitan Area.

A Yes, certainly they do.

MR. ROBISON: And that's what you don't agree with?

A I don't agree with it in the particular form. If this eight mile area had equal status with the rest I would. I mean, if that is the region that they feel is the right region I feel that there should be no difference in the status between any part as far as representation is concerned, and rights and responsibilities.

MR. BLACKSTOCK: Who should control that eight mile area?

A Well, my own opinion is that if that is the proper region then it should be controlled by either a government which is coextensive with that area -- and I would like to point out that the Civic Advisory Council of Toronto, which undertook a study of this problem for several years before the Ontario Municipal Board considered it, and interviewed and went into the question very thoroughly -- they recommended a governmental unit which would in fact embrace this outer area; and if that is the proper unit then perhaps the answer is a governmental unit which is coextensive with it. In such case there would be no contradiction between responsibility and authority.

MR. ROBISON: It looks to me, Mr. Gertler, that it might be fair to say that you would think that the Toronto Metropolitan Plan should have been the Toronto Amalgamation Plan -- one of the alternatives which was the

MR. ROBISON: (Cont'd) proposal of the City of Toronto.

A I don't necessarily think that is inherent in the --
I think I would go along with the proposal of the
Civic Advisory Council of Toronto, where they suggested
two alternatives: either a county council which would
embrace, I believe 23 rather than 13 municipalities
and would take in that eight mile area -- that would
be a unitary approach to the problem that's true --
but the other alternative they have suggested is some degree
of amalgamation of the inner urbanized portion, and a
limited regional authority for the remainder, which would
take in roads, planning and other broad aspects but not
every aspect of local government.

MR. ROBISON: Well, would you agree with 179 (7) (a) of
Bill 80, that when the Minister has approved an official
plan adopted by the Metropolitan Council, subsection
(a) reads as follows:

"Any official plan then in effect in a subsidiary
planning area affected thereby shall be amended
to conform therewith."

A I agree with it as far as its application to the 13
municipalities.

MR. ROBISON: But not the eight miles?

A No.

MR. ROBISON: Well, that is the point, you see.

Q MR. DAVIES: Mr. Gertler, since the Toronto Metropol-
itan Planning Board in the first instance prepared
this plan that went, roughly speaking, eight miles
beyond, then the next step was that they had to send
copies of that to any of the municipal areas outside

Q (Cont'd) the geographical boundaries of the Toronto Metropolitan Area, that is the 13 municipalities; then they had to send copies of that to the Minister of Planning. Now, under the Ontario Act the Minister of Planning has the right to amend that plan -- right? And the municipalities affected beyond the geographical boundaries of Metropolitan Toronto also have the right to submit to the Minister proposed amendments to that plan; do you agree to that?

A I guess they have --.

Q They have in point of fact; and then, in addition to that, if what is being done is not liked by them they have a right to demand an appeal to the Ontario Municipal Board for public hearings, and the decision of that Board is final; and you still adhere to this position, do you?

A I do, yes, because of the nature of the planning process and the fact that it would still be in the nature of something that is imposed which would give a tremendous edge to the Corporation of Metropolitan Toronto. It seems to me that the position would be quite unequal.

MR. ROBISON: Then what you are saying really is that you have no faith in appeal to a body such as the Ontario Municipal Board.

A Well, it's not good enough. My point is that the plan should evolve out of the people and interests of the whole area for which it is made, and it may be that the people in the eight mile area will be able to pick out something here and there; but, if they in the first place are not involved in the preparation

A (Cont'd) of the plan and in the discussions which go into it, then they are not properly represented.

MR. ROBISON: Well, are they not involved in the preparation of the plan under the Act?

A No.

Q Are you sure?

A No, not of the broad regional plan.

MR. ROBISON: They must amend any subsidiary plan to conform therewith, and at that time wouldn't they have the right, as Commissioner Davies has pointed out, to direct representations to the Minister and, if not satisfied, appeal to the Board?

A Well, at this point I think the only thing I could say is: let's see how it works out.

THE CHAIRMAN: Mr. Gertler, I would like to say to you -- I would like to say it to the members of the Commission first -- that I feel much more at home when you talk about Leduc and Fort Saskatchewan than eight miles around Toronto; and I don't care what they do in the eight miles around Toronto actually. I would like to have this distinction clearly in mind: you talk -- or, at least, planners talk about the Local Planning Commission, meaning Mr. Dant's Commission, a District Planning Commission, and then somebody rings in a Regional Planning Commission or authority. Now, how far does the Regional Planning Commission go -- or have we got such a thing here?

A In our briefs we've used the terms "District" and "Regional" as synonymous.

M-6
L.O. Gertler - Davies Ex.

- 2290 -

THE CHAIRMAN: Oh; but they do not do that in Calgary, though.

A Well --.

THE CHAIRMAN: Oh, no, you are not responsible for what they do in Calgary, but that's where my confusion began.

A I see; well, just to set the record clear: we think in terms of a local planning organization which is the planning department of the City of Edmonton, or of the Town of St. Albert or Leduc. We think of a metropolitan area for which now there is no particular organizational form, and that is the area roughly of the outline general plan.

THE CHAIRMAN: I see.

A Of the Edmonton area.

THE CHAIRMAN: I hope you are not going to propose to set up another commission to look after them.

A No; and we think of a region which is synonymous with the limits of our district.

THE CHAIRMAN: Yes, which I quite understand and think is a very excellent arrangement. Now, I judge from what you have said -- I know about the responsibility that you assume so far as Fort Saskatchewan is concerned, and which I assume you have assumed with regard to Leduc, and perhaps also St. Albert; that to me seems a very excellent service on the part of the District Planning Commission, excellent. Now, let me go this much further:

M-7

L.O. Gertler - Davies Ex.

- 2291 -

THE CHAIRMAN: (Cont'd) to inquire what happens in the City of Wetaskiwin or the City of Camrose. I understand that Mr. Lash has been advising in Red Deer, but does he also in these other cities?

A Well, outside the District Planning Areas, the Town and Rural Planning Branch will extend full technical advisory services to communities up to 5000 people -- that's what I understand their policy is.

THE CHAIRMAN: Then it is assumed that Wetaskiwin and Camrose, for instance, will set up planning departments of their own?

A Well, I guess the rule is not strictly applied, because they do give advice to these slightly larger communities.

THE CHAIRMAN: That's what I meant. I don't see how it could function in Red Deer, if that were to be --.

A Yes. Well, Red Deer has a District Planning Commission.

THE CHAIRMAN: So that it was only in an advisory capacity, any work that Mr. Lash's department did there?

A That was a sort of preliminary to the District Planning Commission.

THE CHAIRMAN: Yes. Well, excuse me for interrupting this but I did want to get it a little nearer home.

MR. DAVIES: Well, I would like to bring it back home, if for no other reason than simply to oblige the Chairman, Mr. Gertler.

THE CHAIRMAN: Thank you.

Q MR. DAVIES: For the purpose of what I wanted to say let us assume, Mr. Gertler, that Beverly and Jasper Place and the City of Edmonton are amalgamated. Do you think that the City of Edmonton under those circumstances, an enlarged City of Edmonton comprising the present city and Jasper Place and Beverly, should have a veto or a right of appeal to a public hearing on any development of any kind that is proposed for certain distances beyond the limits of a larger city?

A Well, I would say yes, if it is within the framework of a district planning organization.

Q Well, I don't know what you mean when you add that; that's what the trouble is. You see, I feel I have asked you now a pretty definite question.

A Yes.

Q We've got Edmonton and Jasper Place and Beverly amalgamated -- theoretically.

A Yes.

Q What I want to know definitely is : do you think that this enlarged area, if it were so enlarged, should have a veto or at least a right of appeal that would be heard in public in respect to any development, let us say, subdivision development, establishment of industry, establishment of new towns, proposed new towns -- whatever else it might be? I am asking you directly and I hope you can answer me -- you know what the question is now?

A I know what the question is, but I think the answer

that subject matter, it is not a matter of
fact, but a matter of opinion. It is not
a matter of fact, but a matter of opinion.
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It is not a matter of fact, but a matter of opinion.

A (Cont'd) does depend upon whether you conceive of that entity existing alone without any other regional organization vested with any authority, or whether it is within the framework of a regional organization.

Q No, I would say you should answer having regard to the fact that there would be still in existence a District Planning Commission.

A As presently constituted?

Q No.

A Well --.

Q I would say one with compulsory membership, for purposes of answering this question.

A I would say that the City and any other municipality who is a member of the District Planning organization should have that right of appeal.

Q Would you suggest how far out that might go, or would that be for the whole planning area?

A For the planning area.

Q How far is it beyond the existing city limits to this automart that was established just outside of the city limits on the St. Albert Trail?

A Oh, it's about a mile and a half.

Q Did the city have any say at any stage as to whether or not that development should take place on the highway?

A I think that it did not because no subdivision was involved; that is, it was on an existing parcel of land, and it is only under the subdivision regulations that a two mile limit is established within which there must be reference to the adjacent municipality. Since this took place on the basis of a permit granted by

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A (Cont'd) the Department of Highways there is nothing in the statute requiring reference to the City of Edmonton.

Q Then, supposing that at present there is a parcel of land that comprises an acre, that there is a title which has been in existence for a considerable period of time, and it is on the highway within a quarter of a mile of the present boundaries of the City of Edmonton: are we correct in presuming that any type of development whatsoever might be set up on that parcel without reference to the City of Edmonton at all, merely because there was a title in existence?

A I would say this: under an interim development bylaw, let us say, if it happened in the M.D. of Morinville which operates under interim development -- that is where the St. Albert Trail is -- they are required to refer all major developments, all applications for major developments to the District Planning Commission, and in that way the matter can come before city officials.

MR. ROBISON: Supposing it weren't under interim development.

A If it weren't under interim development, I don't know of any statutory requirement. Perhaps Mr. Dant knows, but I don't know of any statutory requirement.

Q MR. DAVIES: Do you think it is desirable that any sort of development can take place right on the outskirts of the city the size of Edmonton as fast growing as it is?

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A No, I don't.

Q Without the city knowing about it and the city at least having the right of appeal somewhere?

A No, I don't think it is desirable, no.

Q Would you expect, Mr. Gertler, that in the event that the boundaries of this present City of Edmonton were considerably extended -- let us suppose, for the purpose of this question that they were even extended into the present industrial area of Strathcona -- would you expect that there would be anything from then on that would stop industry from developing beyond the extended boundaries of the City of Edmonton when there was suitable industrial area within the limits of the City of Edmonton to take care of that industry?

A The only limitations would be either the land use plan of the municipality concerned or the natural economic factors; under present conditions that would be the only limitation on industrial location.

Q You answered Mr. Brownlee this way:

"Yes, tax differentials do have an effect on the location of industry."

If the boundaries of the City of Edmonton were considerably extended, then, there is nothing going to stop industry, if it wishes to, apparently, from going a mile or two or three beyond those boundaries, the way things are at present, is there?

A The way things are at present, the only thing that would prevent them from doing so is the local plan.

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Q Well, let us suppose that there was a District Panning Commission in which membership was compulsory. What difference would that make then?

A Well, it wouldn't directly affect that situation. It, of course, would mean that municipalities wouldn't be able to, sort of, leave the fraternity when the Commission took an adverse decision. It wouldn't directly affect that situation.

Q So there in effect then wouldn't be anything to prevent another industrial area from building up beyond the new city limits and leaving this one, perhaps, undeveloped; is that right?

A Yes -- except that I think there are certain natural factors operating which would either tie industrial development closer in this way or towards Fort Saskatchewan. If that doesn't happen I think that the Commission's request that they be given authority with respect to new towns comes into the picture, and I think that's where that authority would count: that is, if industry goes out that far, then it is the basis of a community.

MR. ROBISON: Satellite towns?

A If you wish to call it that, yes.

Q MR. DAVIES: Before I pass on to section 74 dealing with development schemes I am just wondering if there is any member of the Commission wanted to ask any questions under the heading we have been dealing with.

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M-13

L.O. Gertler - Robison Ex.
- Blackstock Ex.

- 2297 -

MR. ROBISON QUESTIONS THE WITNESS:

Q Well, I would like to ask Mr. Gertler this: is it possible that the action or inaction of the adjacent municipalities could entirely thwart the bona fide plans of the Metropolitan Planning Board of some kind -- that happened in Ottawa, didn't it?

A Well, yes, if the development is outside the jurisdiction of the Metropolitan Board, yes.

Q Then, shouldn't some steps be considered to make some provision for --

A Yes.

Q -- the possibility of thwarting that --.

A Yes, there is a suggestion in the city's proposal which I think attempts to deal with it. They suggest, as you may recall, that for the district planning area there be an official plan which would have the same status over that area, let us say, as the Toronto ^{plan} has over its area. It should be in general terms and would establish, for example, what lands remain agricultural, and it would be binding upon constituent municipalities in its general aspects. That is one way in which it might be done. I think it is preferable to the Toronto solution, because it will be a plan which is evolved by all the constituent municipalities as members of the district planning organization.

MR. BLACKSTOCK QUESTIONS THE WITNESS:

Q Coming back to the Leduc situation where you have a zoning bylaw which is effective for several miles beyond the boundaries of the town: now, supposing

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Q (Cont'd) the town of Leduc passes that bylaw but the municipal district refuses to do so; the effect of your zoning bylaw may be frustrated.

A Yes, under the present circumstances that is true; although I may say that there has been quite a good history of town and country cooperation --.

Q Oh, very true.

A -- in the vicinity of these towns.

Q Very true, but history isn't always an adequate guide for the future.

A No, that's quite true.

Q There would be complete frustration as to the effect of that bylaw in the outer zone.

A There could be.

Q And the people living in that area would not be bound by that zoning bylaw; is that so?

A Yes.

Q Wouldn't it be desirable for all towns to have the right to pass a zoning bylaw effective for a reasonable distance beyond their own boundaries to prevent that frustration?

A Well --.

Q Of course you can't very well say yes to that when you take the view you do about Toronto.

A I don't know; I have the feeling that if it is absolutely crucial for a zoning bylaw to apply to the outside area, then the existing boundaries must be wrong, that it is a question of a redefinition of boundaries -- except where you are dealing with an agricultural belt which

A (Cont'd) some towns may wish, and I see no reason why that couldn't be implemented by the rural authority.

Q Then, in the case for discussion, namely, Leduc, the proper thing for Leduc to do would be to apply for annexation of the surrounding territory and bring it within that bylaw?

A Yes; with the exception of the rural belt, perhaps, but for all the urbanized portions, let us say, the residential and industrial reserve, I would say yes.

THE CHAIRMAN: Don't let us take Leduc as an example this time, because you gave us the area that the board had suggested for St. Albert, which was an area of three miles from the centre of the village as it exists at the present time. Now, I understood Mr. Blackstock's question to mean: would it be better to annex? Certainly in that three miles there must be much purely agricultural land that is not urbanized and may not be for a long time. Is it better to depend on the cooperation of the municipal district of Morinville, or is it better to suggest the annexation of that area to the village or town, or whatever the municipal corporation is?

A Well, I think that all areas that might be urbanized -- or, as an interim measure, I do think that reference of subdivision and development and the right of appeal should exist for the local authority.

MR. HAYES QUESTIONS THE WITNESS:

Q Of course you understand, Mr. Gertler, it's all very well to request something from a governing body but it's another thing to compel them to do that. In other words, you request a municipality, a municipal body to pass a bylaw okaying something, they have that authority --.

A Yes.

Q -- but it's another thing entirely to bring about measures compelling them to do that. There's nothing in the statutes today compelling municipal bodies to do these things.

A No.

Q Now, is it your suggestion that it is desirable to have it voluntary?

A Well, I am suggesting that in certain cases the limits of these towns are too narrowly defined, and part of the problem arises out of that fact: there are areas which are subject to urban pressure within rural municipalities. I say those areas should be in the towns, but I recognize that beyond that there may be an area which the town would like to see maintained as an agricultural zone, and I think in the first place that we should leave it voluntary as far as the rural zoning is concerned, but in the second place the town should have the right of appeal to a provincial or some independent body against subdivisions within the area.

Q Let me give you a specific instance: Forestburg. Half of their town was in the municipality of

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- 2301 -

Q (Cont'd) Flagstaff, half of it; and we worked for years to bring about that they would take in that part of the town, but there was no way in the world to compel them to take it in; and then they wanted to put in waterworks, and those people brought in the pressure, and we said, well, you better take in that area -- which they did, but if they hadn't got the waterworks it would still have been half in the rural area. Now, do you know of any way in which they could be brought in?

A I agree with you; the only way, in such a case the only way, the only answer is annexation of the urban area through whatever procedures exist in the province; and where it is a case of urban development outside that particular small town I think that the answer is amalgamation.

Q Yes, but what form of compulsion could make them amalgamate? There is two sides to this: we are looking at it from the side of the large urban centre developing out in the rural area, but there are instances where the rural area would like to get something urbanized.

A They would like to get something urbanized?

Q That's right.

A Well, in this province there is a procedure set up under the Board of Public Utility Commissioners, and the town has the right of petition and so have the residents of the area affected, and I mean -- that's the way it's done, isn't it?

Q That's right, voluntarily.

A Well, it can be done, though, by the council concerned.

THE UNIVERSITY OF CHICAGO

DEPARTMENT OF CHEMISTRY

LABORATORY OF ORGANIC CHEMISTRY

CHICAGO, ILLINOIS

RECEIVED

APRIL 10, 1954

FROM

DR. ROBERT H. WOOD

CHICAGO, ILLINOIS

TO

DR. J. H. WOOD

CHICAGO, ILLINOIS

RECEIVED

APRIL 10, 1954

FROM

DR. ROBERT H. WOOD

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L.O. Gertler - Hayes Ex.

- Davies Ex.

- 2302 -

Q No.

A Oh, yes; they can petition the Board of Public Utility Commissioners to consider their request for annexation.

Q Well, now, Mr. Blackstock has had a lot of experience in that; you wouldn't get much consideration if you didn't get some cooperation.

MR. BLACKSTOCK: The application must be made by the town or by the residents of an area, but I think what Mr. Hayes has in mind is that these people refused to act, apparently, but the municipality had no power to compel amalgamation. Is that right, Mr. Hayes?

MR. HAYES: That's right.

MR. BLACKSTOCK: But the application must be either by the town or by the people in an area.

MR. DAVIES QUESTIONS THE WITNESS:

Q Mr. Gertler, when we were sitting in Calgary the City of Calgary made submissions that looked towards extending the boundaries of that city by some fifty square miles, in fact roughly double the present area. That will naturally involve taking in a substantial part of agricultural lands, and lands that unquestionably would be farm lands for considerable time. They say they want this both for population expansion and for control. It is possible, too, that if the boundaries of the City of Edmonton were expanded that there might be within the area a consid-

Q (Cont'd) erable amount of agricultural land and land that might remain agricultural, some fairly large areas, for some time.

As a planner I would like to ask you: how do you feel about the question of considerable portions of land used for agriculture being taken within the boundaries of a city, assuming that adequate protection is given in respect to taxation increase?

A Well, as a planner my main consideration would be the effect on the use of land; and if those lands are treated as farm lands with respect to taxation and therefore there is no pressure on the farming people to give up their activities as farmers and hand over the land to a trust company or some other organization that can better bear the taxes and wait for the speculative gain -- if that condition is avoided then I see nothing wrong with doing that, because it means that the use of land would still be right.

Q I would like to turn to section 74 under the heading "Development Schemes". Are there any development schemes in effect pursuant to this section in the area of the Edmonton District Planning Commission?

A Yes, there's several. I don't know if I can remember them all, but in the town of Fort Saskatchewan the Ross Creek subdivision involved some, I think, about eight owners. It was carried through in 1952. We have recently had a development --.

Q Just a minute, please. What did that exactly involve?

- 2304 -

- A Well, it was an area designated residential by the town in which there was a piecemeal subdivision which was not suitable for residential purposes, and it was desired to treat the whole area as one residential unit; and so I believe the town took the initiative in approaching the owners, and they agreed to participate -- oh, pardon me, I thought you were referring to the replotting scheme, I am sorry, I am off on the wrong track.
- Q No, it's under "Development Schemes".
- A Yes -- the replotting scheme, as you know, bears some relationship, that is, it has a similar effect sometimes, but it is only with respect to subdivision, and not development; I am sorry. The development scheme has not been implemented; this is a new feature of the act which came in in 1953.
- Q Do you think there is much possibility of development schemes being initiated as long as there isn't provision for financial assistance directly from the Provincial Government?
- A I can agree that might be an insurmountable obstacle. I can think of a case where it would be very desirable in one of our towns, to reserve some land for civic centre purposes/ but it would involve acquisition of land ultimately, and some buildings, which is beyond the capacity of the local authority; and therefore although powers are given here they couldn't be exercised.
- Q Is the "ring road system" proposed for the Edmonton area, perhaps within the ambit of these paragraphs, too?

A It could be; it could be implemented that way.

Q And that situation is pretty well at a standstill, is it?

A The "ring road"?

Q The "ring road" proposal.

A Yes; that is, it hasn't really gone beyond the plan stage, except that certain parts have been built over the years.

Q Is it finances that's holding it up?

A It's partly finances and it's partly a lack of integration between the local authorities and the Department of Highways, and a reticence to adopt one specific plan and acquire the land.

Q If there are no questions on that, I want to turn to section 87. That has to do, in more detail, with District Planning Commissions, subsection (2) and subsection (B). Do the members of the Edmonton District Planning Commission feel that the persons who sit on the commission should be members of the councils they represent?

A That is a question we have put to them in our questionnaire, and I believe most of them answered yes to that question.

Q Would you mind telling us, Mr. Gertler, how many of your membership, excluding the City of Edmonton, have Planning Advisory Commissions appointed under section 89?

A The town of Morinville, the town of Leduc -- that's all. The remainder are interim development with the exception of Devon.

- 2306 -

Q To come back again for a moment to the question of the composition of
the District Planning Commission, The Ontario Planning Act provides that no employee of any municipality shall be a member of the planning board, and also provides that a majority of the members of the planning board must be made up of people who are not members of council.

A Who are they, then.

Q Well, they are private citizens --.

A Oh, I see.

Q -- who are not members of council. In other words, the majority of the planning board must not be members of a council of a municipality represented in the planning area, and they must not be employees of any of the municipalities. What is your reaction to that provision?

A Well, I think in this province we would regard that as an anachronism. I think that is a vestige of an earlier phase of planning in this country where for some reason the planning function is regarded as the preserve of citizens' groups alone, and it is not consistent with the idea of giving executive authority to planning bodies.

Q You feel that the public are more or less adequately represented under our law through the provision for planning advisory commissions?

A Yes, I think they are representative boards.

Q Could you tell the Commission, for example -- let's take Leduc -- I understand they have a Planning Advisory Commission --.

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L.O. Gertler - Davies Ex.
- Mr. Robison Ex.
- 2307 -

A Yes.

Q Have you any idea what the composition of that commission is occupationwise and whether they sit on council or not, any of them?

A Yes, there are at least two members of council: the mayor, who is a publisher-editor, and another member of council who is a pharmacist. The others are appointed citizens by council who are in the oilfield industry or have some other type of retail business in the town.

THE CHAIRMAN: No provision for dreamers there.

MR. ROBISON QUESTIONS THE WITNESS:

Q There is no Planning Advisory Commission in Strathcona?

A Strathcona has an Interim Development Board.

Q Well, they are entitled to a Planning Advisory Commission?

A Well, they are really alternatives, the Interim Development Board being the one vested with more authority, the first one being strictly advisory to council.

Q And they have an Interim Development Board?

A They have an Interim Development Board.

Q When was that set up, do you know?

A Quite a few years ago, I think possibly 1951.

Q The members of that are not the members of council?

A Yes, they happen to be.

Q They are?

A Yes.

Q That's the significant thing in your mind, isn't it?

Q MR. DAVIES: Could you file with us, Mr. Gertler, a copy

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Q MR. DAVIES: (Cont'd) of that outline general plan for St. Albert?

A Yes.

Q MR. DAVIES: I presume that is in the form of --.

A A map.

Q MR. DAVIES: A map and the bylaw or a statement of principles?

A A map and regulations, yes.

Q MR. DAVIES: Could you give us a quotation in the record, Mr. Gertler, from an authoritative source that the City of Ottawa has adopted the optimum concept of metropolitan growth?

A Off hand I don't know the follow-up on the Greber Plan. I would have to look into it for you.

Q MR. ROBISON: I think I can satisfy Mr. Davies on that.

MR. DAVIES: I understand it has been approved, but I would like some authority for that.

A I think I could find it if it isn't available otherwise.

Q MR. ROBISON: There was one question that arose out of some questions that Mr. Brownlee asked, and referred to what you might describe as the periodicity of growth of a city. I have examined the growth of the cities of Toledo, Cleveland, Chicago, Philadelphia, Toronto and so on, and it seems that there is a periodicity of about seventeen to thirty-five years. That would include Edmonton.

Now, a lot of our discussion has more or less

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- 2309 -

Q (Cont'd) centred on an incline up to an apex, as it were; whereas the history of the situation would seem to be that there is a rapid incline, a table land, another rapid incline and then a table land. Is that correct?

A Yes, I think it is correct. I can't help remembering the very striking example of Tulsa, Oklahoma --.

Q Yes?

A -- which boomed up until 1929, when there was actually, I believe, a negative migration and no increase in the population, that is, migration offsetting births altogether for ten years, and then again after that it began to grow. I think that's true.

Q Well, then, isn't it reasonable to assume two things: first that we must be careful in how we project this situation into the future?

A Yes.

Q And secondly we must be prepared to reach a table land here sooner or later, a table where it is going to level off, and there could be further sterility about the city. Is that not correct?

A Yes.

I really think it depends upon the period we are thinking of; that is, there are short term cycles and there are long term cycles.

Q Well, we are thinking in terms of a generation, I think.

A Yes.

Q Thirty years, say.

A Yes, I think your observations are correct.

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L.O. Gertler

- 2310 -

THE CHAIRMAN: Mr. Gertler, I had thought that we might finish the cross-examination this morning, but apparently it is not completed yet, so it will be possible for you to return this afternoon?

A Yes.

THE CHAIRMAN: Then, Mr. Dant, when the examination of Mr. Gertler finishes you will be ready to come on?

MR. DANT: Yes.

THE CHAIRMAN: We will adjourn now until 2:00.

(At 12:00 o'clock noon
this date the Commission
stood adjourned until
2:00 P.M. this same date
and reconvened.)

PROCEEDINGS at 2:00 P.M., January 5th, 1955.

THE CHAIRMAN: Gentlemen, if you will come to order, please. Mr. Kane wishes to make a statement.

MR. KANE: Mr. Chairman and Gentlemen, when the Commission had its first sittings in Edmonton on October 12th, on behalf of McColl-Frontenac Oil Company Limited I asked that if they were so advised, they might file a submission and make representations later, and that request was granted. I am now instructed to state to the Commission that the McColl-Frontenac Oil Company Limited will not file a submission and will not make representations. Thank you.

THE CHAIRMAN: Thank you very much, Mr. Kane.

Are there any other general matters which should come before us before we resume our cross-examination? Well, then, I think Mr. Davies, you will carry on.

L. O. GERTLER, recalled to the Stand on his former oath, examined by Mr. Davies, testified as follows:

Q I just want to ask you, Mr. Gertler, one other amplification arising out of something you said this morning.

I cited to you the case of the City of Calgary on the question of having large areas of agricultural lands within the boundaries of the city. Your answer was to the effect that you could see no objection to this as long as the use was preserved. Are you in a position to cite any precedent in terms of other cities on this

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Q (Cont.) continent or elsewhere for large areas of agricultural land being taken within the boundaries of the city?

A Well, I guess the best precedent is the City of Edmonton, for many years.

MR. BLACKSTOCK: As it stands today?

A Not as it stands today, but as it once was before it was built up.

I can't think of very many large cities in this country which have a lot of farm land within their boundaries.

MR. ROBISON: What about Ottawa?

A Yes, Ottawa as presently constituted has. Ottawa has; as a matter of fact its recent amalgamation added quite a bit of land.

MR. DAVIES: Well, when you are looking up that reference that I understood this morning you might look up on the adoption of that plan.

A Yes.

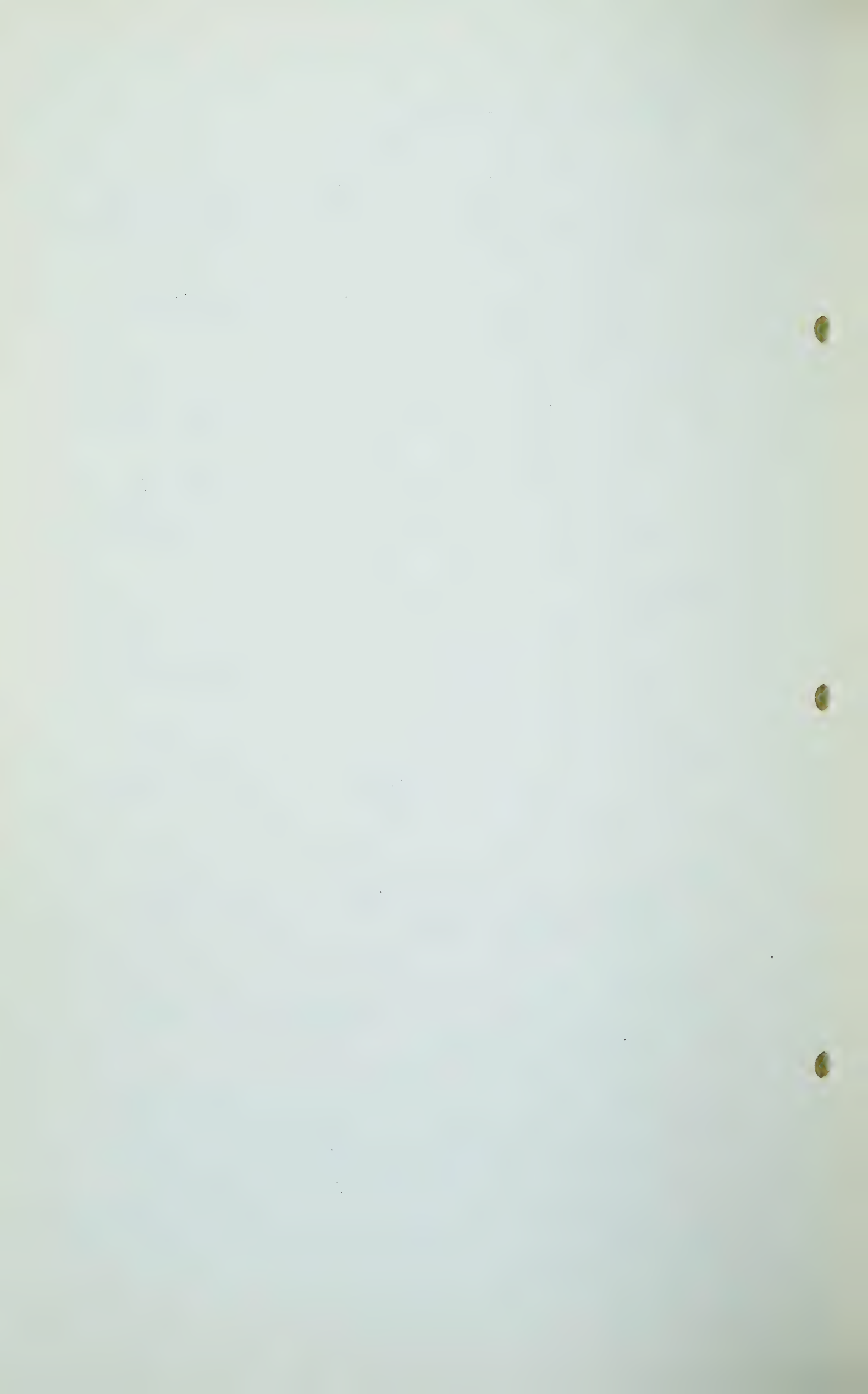
Q Whether or not the official plan of Ottawa has been formally adopted.

A Yes.

Q Let us say by the City of Ottawa and the Federal District Commission.

A Yes.

Q Perhaps when you look that over you might be able to let the Commission know what acreage there is of land in the total area of the new cities' boundaries as proposed that will, that is agricultural.



1-D-3

L. O. Gertler - Mr. Davies Ex.
- Mr. Robison Ex.

- 2313 -

Q (Cont.) Now, I have no further questions now at the moment, Mr. Chairman, unless to pass on to Exhibit 125E dealing with the proposed amendments to the limited access regulations.

MR. ROBISON: I've got one or two general questions.

It doesn't make any difference when they come in.

THE CHAIRMAN: Now is the time, I think.

MR. ROBISON EXAMINES THE WITNESS:

Q Mr. Gertler, a number of years ago in cities of Canada and the United States a study was made of the number of lots serviced by reason of subdivision developments, but not occupied, and then lots just subdivided; it was found on the average that over 40% of lots, for example in the City of Chicago were not in use. The same thing in Los Angeles and a great many other cities, and I was referring to that, when I was corrected by my brother Blackstock here, and he says plateau is the proper word and I accede to that, and I am referring to what I said this morning, I am concerned about this possibility of a plateau developing; do you think that our present regulations in the act to which Mr. Davies directed your attention this morning, the present regulations give sufficient power to control untoward development which might lead to expensive sewer and water installations when a plateau had been reached, in other words we had the situation here in Edmonton, surely we don't want to see that development again, do we?

A No. Well, I think that the control of subdivisions is one of the more effective aspects of planning legislation in the province. For example, there is one clause in the subdivision regulations which is directly related to this problem of speculative subdivision which you have raised. For example, clause 5 of the subdivision regulation reads,

"No land shall be subdivided unless it may reasonably be expected to be used within a reasonable period of time for the purpose for which it is proposed to be subdivided."

That is one control.

Now, another control is the linking of subdivision to general plans, reads as follows:

"Land which lies within or adjacent to an area for which a general plan, development scheme or zoning by-law is being prepared by a municipal authority or is already in effect shall only be subdivided in conformity with the provisions of such general plan, development scheme or zoning by-law, or with a logical extension of the provisions of the plan, scheme or by-law."

Neither of these measures were in the law in previous boom periods, and I think that with regard to subdivision, anyway, that the province is better equipped to handle the problem you raise.

Q That would govern situations developing like Campbellton and Bailey, is it Bailey?

A Well, it would govern any subdivision, but, as you see, there is some indecisiveness as well as benefit in this clause 6 which refers to general planning, you see, because it means that the province recognized the prior claim of general planning of a municipality and will approve a subdivision in accordance with it.

MR. ROBISON: Thank you, Mr. Gertler.

MR. BLACKSTOCK: Mr. Gertler, on a previous occasion I had some discussion with you with respect to legislation, and I think I then suggested that you might be good enough to draft something along the lines of your own recommendation. I realize that that is a pretty tall order, but you have definitely set out wherein you think the Act is defective at the present time. Now, I wondered if you would take the trouble to go over the Act and at those places where you think the Act is ineffective, or lacking in some qualities that it should have from the planning point of view and draft headings where you think the Act is defective. Now, would that be a more reasonable request than the one I made of you previously?

A Yes. I would like to say that in response to your request two things have been done as a step towards that information.

One was to, as I have said, question the members of our municipality on all the points you raised to see what local opinion is, you see.

A (Cont.) Secondly, we have gathered together what I believe is complete information on the way in which regional planning is conducted in all the American centres with a population over one hundred thousand who have got planning agencies, and that information will be made available. But, I do think that I would be prepared to do what you suggest and submit it at a later date, is that -- ?

Q Yes, thank you very much Mr. Gertler.

THE CHAIRMAN: I think we would all be very grateful for that, Mr. Gertler.

MR. HAYES EXAMINES THE WITNESS:

Q Mr. Gertler, this whole set-up was set up on a voluntary basis to start with, is that right?

A Yes, sir, under Statute, but voluntary.

Q Yes. Well, now, do I take it that all the decisions that you came to from time to time, when a member body was adversely affected by your decisions that their only recourse was to withdraw their membership? Had they any other recourse?

A Oh, well, I believe they did, yes, because where these matters, these contentious issues have been subdivisions the Commission is not the final authority. That is, there is a right of appeal as there is from any other approving authority. There is a right of appeal, you see, so that was the recourse of any aggrieved municipality or individual.

Q They could have availed themselves of that?

A Oh, certainly.

Q Were there any other contentious decisions of your Board that some of the other members did not approve of?

A Well, do you mean --

Q Anything other than subdivisions?

A -- contentious issues. Yes, sir. Well, there was a case which the municipal district of Sturgeon was concerned with. The Commission's endorsement of Beverly's claims for annexing the creosoting plant, and as you know the municipal district took a strong objection and left the Commission.

I suppose there have been other smaller issues where certain municipalities have not agreed with the majority decision, but they haven't provoked the extreme results of two famous cases.

Q Well, now, in this particular case of the creosoting plant of Sturgeon.

A Yes.

Q What other recourse would they have? That is not under the subdivision affairs?

A Well, no. As I understand it, that type of subject is handled in a judicial manner by the Board of Public Utility Commissioners, and they have all the scope they wish to have in the public hearings before that Board, and that in fact is how our issue was settled, at a public hearing of the Board of Public Utility Commissioners.

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Q Then how did you become involved in that?

A Well, sir, we have filed the minutes, and you can check this in detail, but as I understand it, the municipality of Beverly brought the issue to the District Planning Commission and asked the members to recommend on the particular problem, you see, and it was considered, and a vote was passed in the Commission recommending the annexation of the creosoting plant, and that, I suppose is how the Commission became involved.

Q That was within your jurisdiction to make this recommendation?

A Well, I suppose any recommendation which refers to the use of land is within the Commission's jurisdiction. Whether it was wise to do so or not, of course is another matter, but since it had a status only of a recommendation, I don't suppose that technically the Commission was out of line.

Q Would you consider that you had the jurisdiction of recommending the annexation of, we will say some industrial works in Strathcona?

A I couldn't say whether we have it or not. The Commission might consider that it has. I don't think that the general clauses setting out the Commission's functions and duties would definitely prevent it from passing such a recommendation if they thought it desirable.

Q Yes, but don't you think that if you ask for mandatory powers that that should be clearly defined?

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A Oh, yes, the subjects to which, for which the Commission would have mandatory powers should be defined, oh, yes.

THE CHAIRMAN EXAMINES THE WITNESS:

Q Mr. Gertler, is my memory correct in thinking that you said, perhaps the first day when you presented your original brief, that the history of the Edmonton District Planning Commission during the time that you have been associated with it has been one of amicable relationships in the main, and shall I say very happy relationships?

A Did I say that, sir?

(Laughter)

Q Well, maybe I, I am perhaps interpreting it more liberally than you intended it.

A Yes, well, in the main, yes. .

Q Well, the reason I asked that question isn't just for the sake of saying something.

A Yes.

Q Or at least in any way trying to commit you to anything, but, I was very interested twice today to hear you say that the reason that you were in favor of having the Commission have compulsory membership was that you thought that was the only way in which a democratic process could really work so far as the Commission was concerned. Now, it seems to me that the logical inference from that statement and such action would be that the Commission has enough confidence one member with another in being able to present such a case

In all our trying to find you a
strong, but I was very I was not twice today
to hear you say that the reason that you
favor of having the Commission have complete
control over the situation.

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L. O. Gertler - The Chairman Ex.
- Mr. Blackstock Ex.

- 2320 -

Q (Cont.) that he could win the support of the majority. This Commission has how large a membership, did you say? Thirteen did you say?

A There are twelve municipalities.

Q Yes, twelve. I am myself very happy to have you take the ground that, after all, it is a matter to be settled democratically, and that you have to have confidence enough in these elected representatives and others that in the main, in the main, a common, or some kind of common ground could be reached?

A Well, I definitely believe that some common ground can be reached.

Q Yes.

A The organization has to be of a nature to give it some chance, some encouragement.

Q Precisely.

A And not let the sort of immediate inflammatory issue scuttle the works.

Q Yes, quite, I think that is very reasonable.

MR. BLACKSTOCK EXAMINES THE WITNESS:

Q Speaking again of the Beverly application, I think perhaps Mr. Gertler went a little further than actually was the case. As I understand it, Beverly was bothered about two things, its tax basis and its lack of industrial land, and they applied to the Commission for advice, and the Commission laid out what they thought would make an ideal town, giving them a broader tax base and

Q (Cont.) giving them a plan for industrial purposes. It was the Town of Beverly that made the application to the Board, and the application was bitterly fought by the municipality of Sturgeon, but when the Board made its order it did not give Beverly the amount of lands they had asked for, but largely the creosoting plant was an urban affair and was included in Beverly, but there was a tremendous amount of bitterness and the municipality blamed the Commission for what happened. Now, the application was made by the Town after the Commission had given the Town advice as to what land should be annexed and what should not. That is the actual history of it, Mr. Hayes.

MR. ROBISON: There is just one point arises from something the Chairman has said, and it has come up in a great many other areas, and it is the matter of representation/ⁱⁿthis so called democratic body. Where a city of, say five hundred thousand people with an adjacent municipality of forty thousand, or six municipalities, you have got a problem of representation, haven't you, so that when you speak of the majorities and minorities, you have got to be careful in how you define what the membership is, isn't that correct?

A Yes, that's correct.

MR. ROBISON: And the basis of that membership?

A Yes.

THE CHAIRMAN: Which reminds me that there was one question I asked this morning that I think you

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THE CHAIRMAN: (Cont.) overlooked in one way. The question was asked about employees of any one of the municipal bodies having membership in the Commission, the employee being a member of the Commission. I understood you to say -- no, I didn't understand you to say anything, you said something about, well, if you didn't have the opportunity to include some of these people, you wouldn't have any Commission, or wouldn't have something. What is your opinion about it? For instance, you are not a member of this Commission?

A No.

THE CHAIRMAN: You are a technical adviser?

A Yes.

THE CHAIRMAN: There is no actual member of the Commission who is, belongs to this group of people?

A No.

THE CHAIRMAN: That's all right then, and I think that leaves the situation quite clear.

A Yes.

THE CHAIRMAN: And I understand that this is principle in which you are in complete accord?

A Yes. I do feel, though, that there is room for some members of the government on the Commission.

THE CHAIRMAN: Oh, yes, the government, that's different.

A For reasons of co-ordination of various aspects of the Provincial policy.

THE CHAIRMAN: Yes, you made that quite clear this morning?

A Yes.

THE CHAIRMAN: And I thought that sound reasoning, but I did want to make sure just what your position was in the matter of a paid employee of any one of the co-operative municipalities being a member of the Commission.

A Yes. Well in principle I feel that it is consistent with the request for executive authority to have the members elected representatives. I think the two things go together, but I do recognize the problem in connection with the city where fair representation may give them several members, and where it may not be practical for all of them to be members of their council, and I am not quite sure how to resolve that dilemma where it exists.

MR. DAVIES: Mr. Gertler, arising out of what Mr. Commissioner Hayes has asked you, as you are aware, membership in a District Planning Commission arises out of an Order-in-Council passed by the Provincial Government, and that is the way that Sturgeon became a member and Strathcona. Now, as the situation stands at present, the M. D. of Sturgeon has never requested the Provincial Government to pass an Order-in-Council cancelling its membership in the Edmonton District Planning Commission, that's right, isn't it?

A That is correct, yes.

MR. DAVIES: And therefore Sturgeon is still actually in law a member of your Commission?

A Yes.

MR. DAVIES: Yes, although it doesn't attend any meetings through representatives?

A Yes.

MR. DAVIES: I take it you don't really have anything very much to do with that municipality since that time?

A Except that the province still considers us approving authority for the subdivision in the territory of Sturgeon.

MR. DAVIES: Now, let's go a step further, in the case of the M.D. of Strathcona, when the M.D. of Strathcona wished to withdraw, that M.D. requested the Provincial Government to pass an Order-in-Council vitiating its membership in the Edmonton District Planning Commission, and that was done, wasn't it?

A I believe that is the case.

MR. DAVIES: Yes. Now, let us suppose that the Provincial Government had refused to pass an Order-in-Council, then the M.D. of Strathcona would still be a member, and you would still be the approving authority then for that M.D., is that right?

A I believe so, yes.

MR. DAVIES: Well, then, I want to direct your attention to section 96 of the Act entitled Enforcement of the Municipal Planning, 96, subsection 1 of the Town and Rural Planning Act, and I am quoting, "If, after making such

approving authority even for that it is, in these
a number, and you will recall the
for the ... and the ...

MR. DAVIES: (Cont.) inquiries as he deems sufficient, the Minister is satisfied

(a) that the council of a municipality is not conforming to, enforcing or administering the provisions of a general plan, development scheme or zoning by-law in force in that municipality, or

(b) that it is in the public interest that the council of a municipality shall prepare and adopt or enact a general plan, development scheme and zoning by-law, or any of them,

He may order the council to conform to, enforce, administer, prepare, adopt or enact, as the case may require, a general plan, development scheme, interim development by-law or zoning by-law, within such time or times as he may state in his order."

And then subsection 2,

"If default is made by a council in carrying out the provisions of an order made under this section, the Minister may give notice of the default by publishing it in The Alberta Gazette, and thereupon the Minister, for the purpose of carrying out the provisions of the order, may exercise for and in the name of the council, any of the powers conferred upon the council in sections 64 to 93."

Now, roughly speaking those sections, section 64 starts at general plan and goes on through into

MR. DAVIES: (Cont.) interim development control, development scheme, zoning by-laws, enactment of by-laws, district planning commissions, technical planning Boards, planning advisory commissions, right of entry, unauthorized construction, by-law enforcement. Now, would it be right to assume that you know of no case where the Minister has ever exercised the authority under Section 96?

A I don't believe the authority has ever been exercised.

MR. DAVIES: Do you know of any attempt or any suggestion that has ever been made that it should be exercised?

A I am afraid I don't.

MR. DAVIES: Would you think it desirable or useful that it should remain in the Act, or would you prefer not to express an opinion because you haven't formulated one?

A Well, I could see that in an extreme case this might prove necessary. I suppose under the B.N.A. Act the province is ultimately responsible for effective local government, and this kind of thing gives them the ability to live up to their stewardship; and I suppose it is a necessary thing to fall back on.

MR. DAVIES: Well, then I would like to pass to a short consideration of Exhibits 125E, there is one marked A and one marked B. The one marked 125E-A is entitled Limited Acts Access Highway

1-D-17
L. O. Gertler. Mr. Davies Ex.

- 2327 -

MR. DAVIES: (Cont.) Regulations District General Plan Edmonton Planning District, and the one marked 125E-B is entitled, Edmonton District Planning Commission Proposed Amendments to Limited Access Regulations, would you care to tell the Commission briefly why the Edmonton District Planning Commission feels it needs these changes?

A You mean these particular amendments?

MR. DAVIES: Yes.

A Well, yes.

MR. DAVIES: Would you deal with them one by one, please?

A Yes, certainly. I would like to make clear, though, that those regulations are entirely Commission regulations and have advisory status only.

Well, the first definition propose changes to define highway uses, and in general the definition says that those developments which serve traffic should be considered highway uses. Well, this was considered necessary because the Commissioners concerned with maintaining the effectiveness of those stretches of highway which are under pressure for roadside commercial development, and they are mainly those stretches of highway extending for about 20 miles in all directions from the city, and the Commission feels that there are certain uses which are legitimate roadside uses, and which have to be accommodated. Those are service stations, garages, drive-in restaurants and other facilities

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A (Cont.) for traffic, but that there are certain other uses which we might call the fugitive uses from the inner urban area which go out onto the highway to avoid taxes, or closinghour regulations, or some, for some reason of that sort, or for cheaper land and which are really inherent urban uses and have no business on the highway, that is the view the Commission takes, and it is for the purpose of distinguishing between what we regard as legitimate uses and the others that we have defined highway uses.

The next one concerns existing commercial point. Well, this was simply an attempt to make clear what we meant by that, because these regulations specify that at existing commercial points there may be other businesses as long as they use a common service road. Again, an attempt to prevent too many driveways on the highway which would tend to destroy the capacity of the highway, and we define existing commercial point as an access way serving a highway business established either before the adoption of this service, or subsequently granted a permit by the Minister of Highways.

The next amendment is part of the preamble to the limited access principle set out in our regulations, and it is simply an attempt to make clear the status of our regulations which are, namely advice both to the Department of

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and in various other places

1-D-19
L. O. Gertler - Mr. Davies Ex.

- 2329 -

A (Cont.) Highways and our member municipalities.

The next one simply implements the principles, unlimited access highways, only commercial uses which are highway uses shall be granted development and building permits by local authorities and shall be recommended for approval to the Minister of Highways, that is an implementing clause.

The next one is an implementing clause with reference to service roads, a point that I have already mentioned.

Clarification of point 7, placing the word only in this sentence, at any two mile interval or at an established commercial point service stations only should be permitted on both sides of the highway. The idea there is that where a service station has been established on one side of the highway, to prevent crossing of traffic that in every case another one should be permitted on the opposite side.

The final one is merely clarification, it is just a spelling out of what we meant.

MR. DAVIES: In this booklet 125E, Limited Access Highway Regulations page 4, there is paragraph Number 2 that is headed Limited Access Principles and Regulations Adopted by the Edmonton District Planning Commission, and then it says as follows:

"For the purpose of guiding member municipalities in zoning areas adjacent to the Provincial Highways within the Edmonton

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MR. DAVIES: (Cont.) Planning District, the Edmonton District Planning Commission adopted certain highway commercial zones and regulations governing development within those zones. The member municipalities may administer this zoning under the authority of Section 81, Town and Rural Planning Act, or through the provisions of Municipal Interim Development By-laws."

Do I understand that these regulations that were adopted by the District Planning Commission are a guide and are not in any way binding on the members and they are not part of the general plan?

A They are not the general plan in statutory sense, as it hasn't been adopted by -- it becomes general plan on adoption of the local authority.

Q But you took no steps to get it adopted generally by your membership?

A Well, yes, we have at the various interim development Boards, and some of them have embodied this as part of their local general plan, in fact the M.D. of Stony Plain, and the M.D. of Morinville have adopted this, so that for their purposes this is official on the basis of their highway zoning.

MR. DAVIES: And have you suggested to the remainder of your membership that they should adopt this too?

A Well, yes, we have suggested it.

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- 2331 -

MR. DAVIES: And is it desirable that they should adopt it in the interest of planning in the general Edmonton area?

A Well, I think so. The fact that the Commission adopted it, I think is some indication^{of} that.

MR. DAVIES: Well, then how many municipalities have failed to act on the recommendation of the Edmonton District Planning Commission in this respect?

A Well, these municipalities would be of rural members, because of course that's where the highways are, and two out of the four adopted these measures.

MR. DAVIES: Which four didn't?

A Well, the M. D. of Leduc hasn't adopted it and the M.D. of Strathcona didn't when they were members.

MR. DAVIES: That's two?

A Yes.

MR. DAVIES: I thought you said four?

A Two out of the four rural members did not.

MR. DAVIES: Well, doesn't that failure on the part of two to adopt the regulations of such an important matter pertaining to highways, doesn't that disrupt or interrupt the general interest of planning in the total area?

A Yes, I think it makes roadside control less effective. I think I should point out, though, that it is a somewhat difficult area activity in that the final authority rests with the Department of Highways, and some municipalities have

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A (Cont.) been reticent to adopt these regulations when they did not really have the responsibility for these matters, you see, although the Department itself takes cognizance of local zoning on highways and always asks the municipality for a recommendation on each application.

MR. HAYES: They don't ask the planning Commission, they ask the municipalities?

A Oh, they ask us as well, but it has no effect, or recommendation, that is.

MR. HAYES: Mr. Gertler, do you have an annual get together of planning representatives or anything in the province?

A Do you mean the official bodies?

MR. HAYES: Yes, is there any way of the representatives getting together to talk things over?

A You mean the Calgary District Planning, the Edmonton District Planning --

MR. HAYES: Yes.

A They have never done it.

MR. HAYES: They have never done it. Do you see any merit in compelling them to get together?

A Well, I would think that would have to be up to them.

MR. HAYES: Well, do you see any merit in just suggesting that they get together?

A Oh, certainly.

MR. HAYES: There is merit in that?

A Sure.

My dear Sir

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MR. HAYES: In other words, it would seem to me that if they did get together and they were all asking the, we will say the higher authority of the province to grant them some additional powers, they might get somewhere.

A That's quite possible.

MR. HAYES: I am kind of interested in Jasper Place, they are a member of this, and they having a little difficulty about an industrial site, aren't they at the moment? They threatened to withdraw if the Commission doesn't do something, is that right?

A No.

MR. HAYES: What is taking place there?

A The mayor made a statement, but the municipality has not made any threat. The mayor has made a statement reported in the press.

MR. HAYES: Yes, that if he didn't get some okay. Well, now, I am very much interested in knowing, is there something there that the Commission, in other words, they will not endorse some industrial site or an area for industrial purposes, or something there?

A Well, that is an issue which is now fortunately a matter of history in that it appears to be resolved to the satisfaction of all parties, however, I can give you some of the background.

MR. HAYES: Well, let's leave the background, what is the result reached now, did they get it okay?

A Yes, the matter is cleared up. There was

A (Cont.) originally an objection by the city. There was, well, the starting point, sir, is a subdivision application in an area which was previously zoned agricultural, and there is where the problem arises an area of some 300 acres, and it was looked at with a jaundice eye at first for the very good reason that there are about five hundred acres of undeveloped industrial land in the town already, you see. However, it seems that there were some obstacles such as fragmentation of the land by subdivision, difficulty in acquiring right of way for a spur within the land which was zoned industrial, and our original reference of the application, as a matter of routine to the city, because it was within two miles of the city, brought a strong objection from the city. Since then there have been several meetings between the two parties and ourselves.

MR. HAYES: Now, you say the two parties, that is the city and Jasper Place?

A Yes. And the city has altered its position on this matter, they no longer object, on the condition that adjustments are made in zoning of the town so as to leave the total amount of industrial and residential land the same as before, but it is placed in a different location in an area which the town says can develop better and quicker, and that's how the matter rests. The Commission has acted on the matter and the subdivision has been approved.

MR. HAYES: Now, do I take it that the Commission would not make this recommendation, in other words insofar as the application of Jasper Place was concerned because of the objection of the city?

A That was not the whole situation. As you have observed, we have placed considerable emphasis on this question of the balance of land uses within the outlying general plan. Our position is that we should have our eye on the amount of residential land that is required by the amount of industrial land that is zoned, and that that land should be provided in areas that can be economically developed. Well, it was our feeling that simply an addition of 300 acres of industrial land to the 500 acres in Jasper Place which was not used would seriously upset the existing balance. So, the thing has been resolved without prejudice to that principle, because there has been an adjustment in zoning in Jasper Place and they have their industrial land where they want it.

MR. HAYES: Well, that's fine, but does that indicate that this could be accomplished in other areas if similar action was taken?

A Oh, well, yes. Every circumstance is different in some respect, but I do believe that it is an example of what can be done by negotiation.

MR. HAYES: Yes, but what I am interested in, you are asking for mandatory power. If you had them there, what would Jasper Place's position be,

MR. HAYES: (Cont.) that's what I am interested in.

If you had mandatory power, and your position would be more or less, that would be it, what would be the position of Jasper Place?

A Well, I think that the position would be this, that first of all Jasper Place would take part in evolving a general plan which would cover their territory as well as other municipal territories. It would have a part in establishing a plan and determining the zones in the first place. If powers were mandatory, then when an application came up which was inconsistent with a plan, but they still wished to have it, they could raise the matter at the Commission and urge an amendment of the plan. If they deemed it desirable, and the Commission might agree with them. If the Commission did not agree with them then certainly the provision for appeal against decisions of the Commission is a necessary feature, and in that way the interest of the municipality like Jasper Place would be represented.

MR. DAVIES: Mr. Gertler, do I interpret page 17, paragraph 3, planning functions and means of your District Planning Commission brief 120E correctly in terms of these highway access regulations that your Commission feels that this is the type of matter that should be handed for executive authority to the District Planning Commission?

A Yes, that is our case.

1-D-27

L. O. Gertler - The Chairman Ex.

- 2337 -

MR. DAVIES: Or to whatever regional authority is set up, and that would take it out of the hands of local municipalities then, is that right?

A Yes, that's true.

THE CHAIRMAN: Then, if Mr. Gertler, you may be excused, I think there are no other questions, and we are very pleased indeed with the amount of information you have given us, and if you will provide at your convenience the memorandum that Mr. Blackstock asked for.

A May I file this exhibit that I have been dealing with?

THE CHAIRMAN: Yes, right now. What is it entitled, Mr. Gertler?

A Forms of Official Joint Planning in the United States.

THE CHAIRMAN: Mr. McGruther, what number?

MR. MCGRUTHER: 134.

THE CHAIRMAN: 134E.

FORMS OF OFFICIAL JOINT PLANNING IN THE
UNITED STATES AS DESCRIBED IS ENTERED
AND MARKED EXHIBIT 134E.

THE CHAIRMAN: Will you repeat the title again, Mr. Gertler?

A Forms of Official Joint Planning in the United States.

THE CHAIRMAN: Yes.

MR. ROBISON: Have you extra copies?

A I have ten copies.

MR. ROBISON: Good.

1-D-28
L. O. Gertler

1-D-28

L. O. Gertler

THE CHAIRMAN:

- 2338 -

THE CHAIRMAN: Now, the Commission will adjourn
until 3:05, and then we will have Mr. Dant's
presentation.

(At this point the Commission adjourned.)



1-R-1
Noel Dant - Garside ex.

2339

THE CHAIRMAN: Mr. Brownlee, you are going to relinquish this place for the moment, to Mr. Dant, are you?

MR. BROWNLEE: Yes, Mr. Chairman.

THE CHAIRMAN: Thank you very much. Mr. McGruther, you will advise us then so we will know what time to adjourn?

MR. McGRUTHER: Four o'clock.

THE CHAIRMAN: Mr. Dant the presentation of your, let me see now what the title is, you didn't give any title, all right, sir, we can go ahead.

MR. GARSIDE: Do you want Mr. Dant sworn?

THE CHAIRMAN: Yes, I presume so, there will be questions asked.

NOEL DANT having first been duly sworn, testified as follows:

THE CHAIRMAN: This will be 135?

MR. McGRUTHER: No, 129.

THE CHAIRMAN: We have it already entered, thank you very much, don't mislead me Mr. Robison.

MR. ROBISON: I didn't say anything.

A Mr. Chairman and Members --

MR. GARSIDE: I wonder, I would just like to ask Mr. Dant a question or two before he starts.

THE CHAIRMAN: Yes, yes.

MR. GARSIDE: Mr. Dant, you are the city planner for the City of Edmonton?

A That is right, sir.

Q When did you become city planner?

A October 1949.

Q Now, I would like you to give the Commission some

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Q (Cont.) information as to your academic qualifications and experience?

A Well, I have four university degrees and three professional qualifications and so far as experience goes I started as the most junior of all draftsmen an architect assistant and finally worked up to a position of top responsibility in planning. I have had most positions up the ladder in different offices, architect , regional planning and city planning.

THE CHAIRMAN: Mr. Dant, would you name the universities for us, please?

A Well, I have the Master of Architecture from London, the Master of City Planning from Yale, Master of Regional Planning from Harvard and Bachelor of Town Planning from Edinburgh.

Q MR. GARSIDE: We would like to know more details about your experience, where you have actually had your experience?

A In the Planning field?

Q Yes, in any field.

A Well, prior to coming to this city I was the senior planner for Chicago and the Chicago City Planning Commission and I was also before that, planning consultant to Springfield in Massachusetts for a period, planner to the Milton Planning Board in Massachusetts, project advisor to the Cambridge advising board in Massachusetts and in Britain I was technician with what was called the central and southeast Scottish Regional Planning Group which was then preparing a regional plan for the eastern part of the low lands,

A (Cont.) apart from my architectural experience which is another occupation. I think that more or less sums up my planning experience.

THE CHAIRMAN: Yes.

Q MR. GARSIDE: Now, Mr. Dant, you were asked by the Royal Commission to prepare a brief for their use and I would just like to show you this brief to identify it on the record, is that the brief you prepared?

A This is the brief.

Q This brief appears as Exhibit 129E and I ask the Commission whether or not you desire Mr. Dant to read this brief?

THE CHAIRMAN: Well, I would like to say in reply to that that I would like Mr. Dant to use his judgment, to summarize where he can summarize without in any way taking away from the effectiveness of the brief and reading where he thinks he would like to make comments and elaborations, is that a feasible program?

A Yes, I think so, Mr. Chairman, could I say just this much, I don't really want to apologize for its length although I am genuinely sorry I have had to inflict this on you but I think it is a large problem and a very complex problem and although I have covered in forty pages it is just a few principles, I feel, it is no more than that, I couldn't do justice in less, but rather than summarize it, Mr. Chairman, I think that probably a lot of it will come out in the examination. I think, if you have read it, you will find that it is broken down into sections, titles, which are more or less self-explanatory but is possibly a different kind

A (Cont.) of a brief than you have read in Calgary or from other planners in that I haven't tried to go into detail in any sense but tried to point out principles which are involved according to Metropolitan or regional concept. Now, you may not agree with that concept but that is what we are here for.

MR. ROBISON: Would it obviate any ambiguity were you just simply to read the whole thing in.

A Any ambiguity, you say?

Q Yes, would it save the summarizing business, would you feel happier if you were to read the whole thing?

A Well, I was just going to say that I am grateful for not having to read it but would you like me to read it, let us put it that way. I am satisfied myself in not reading it.

Q Would you feel deprived of any of your rights?

A The only thing I have in my mind is that when I am asked questions in connection with it I may have to hesitate awhile to get the feeling of the context, I may have to go back a couple of pages before, you see, because I want to give correct answers as far as I can.

THE CHAIRMAN: Well, Mr. Dant, I have an idea that you should read section 2 at any rate and perhaps section 3 and 4 and let us see, those are the first three major divisions, leaving out the introduction, and those three major divisions, we will see then, at the end of that time, whether we think that we are doing all right or how we should proceed from that point?

1964
Port - Cassia ex.

THE CHAIRMAN: I have no idea that
you should be a decision of the
committee.

A Right O.

Q And as you read will you read quite distinctly.

A Just sections 3 and 4 you would like me to tackle, you say?

Q 2, 3 and 4?

A 2, 3 and 4.

Q Yes, and will you read quite distinctly so we can get all the --

A Yes, I will raise my voice.

Q All right, Mr. Rimstad, the Commission would like it all included, but you have, of course, -- very well, Mr. Dant, go ahead.

A I am glad that you have asked me to do this because I have tried to use terms here which don't confuse, there have been so many different concepts of what the word metropolitan means I have tried to drop a few of these loose words when I can.

This section is called --

"INTRODUCTION

The statements made in the ensuing brief are prefaced by the remark that they are solely my views, as a professional city and regional planner, rather than a statement of city policy or thinking in my current employment as a City of Edmonton official.

Having had an opportunity to study the complete transcript of the Royal Commission Hearings up to date, I am left with the impression that, although many of the briefs go somewhat exhaustively into detail on certain points (relevant in themselves,

Mr. DeWitt - Chairman

Dear Sir:

I am very glad to hear from you and to hear that you are still

interested in the work of the National Association of Public Health

Officers.

I am

Very truly yours,

W. H. C. DeWitt

Secretary

National Association of Public Health Officers

1200 North Dearborn Street, Chicago, Ill.

Enclosed for you are the following:

1. A copy of the report of the

Committee on the Status of the

Public Health Service, 1917.

2. A copy of the report of the

Committee on the Status of the

Public Health Service, 1918.

I am, Sir, very truly yours,

W. H. C. DeWitt

The statements and reports of the

Committee on the Status of the Public Health Service, 1917

are, Sir, as a professional and national

policy statement of

the public health service

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"yet somehow detached and unrelated from the whole"), there is not one brief which really covers the subject of the inter-dependence of urban areas and the rural areas which surround them and the still further outlying areas around a large urban city, such as Edmonton. Consequently, this brief is an attempt to explore the very nature of things and to detect, where possible, certain principles devolving from such an exploration.

I have studied in some detail the brief already presented to the Royal Commission by Leonard Gertler, the Director of the District Planning Commission, and wish to say that I am fully in agreement with the analysis which he propounds insofar as within the scope he seeks to cover. There are certain things in his brief which I will not repeat, and certain other points he has not attempted to cover which I feel should be brought to the attention of your good selves. Also, I will attempt, wherever possible, to drop the use of the word 'Metropolitan', to which has been attached so many different meanings, even between planners themselves. Instead, but not replacing the word in its broadest meaning, I will use the word 'city-region'. From the standpoint of clarifying much of the substance of this brief, I will define in simple terms what I understand the 'city-region' to mean. It embraces three quite different, yet inter-related elements:

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"firstly the urban core of the region, sometimes known as the central or parent city and this includes not necessarily the built-up land within the corporate limits of the existing city, but is really the entire truly built-up area of the central urban nucleus (including its inevitable urban-fringe); secondly, all other urban clusters around this central urban nucleus but completely separated from it physically, these clusters are existing towns, villages and hamlets and, theoretically at least new satellite towns; and thirdly, completely surrounding all examples of these first two elements and providing the physical contact one with another, the predominantly rural and natural areas, which reach out to a certain distance from the central urban core or nucleus to be defined in extent later on. The whole forms the 'city-region'."

This section is called Regional Relations of the Central City.

" The structure of the modern city shows two fundamental differences from the city of the past. In the first place there has been a radical change in the character and complexity of city functions, which is commensurate with the change in structure of civilization itself. Secondly, the absence of rapid transport in the past necessitated the concentration of population in small areas within which all needs could be satisfied and within

The structure

fundamental differences in the way of the world.

For these reasons, the

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"which all institutions of urban society could be concentrated. In a word, centripetal forces determined the structure and spacial distribution of towns. The most fundamental change today is the transformation of generalized functions in one town into specialization of function by place, made possible by cheap mechanized transport; and the institutions formerly concentrated within the town are now spread over a wide area. The modern metropolitan community, unlike the primitive city obtains its unity through territorial differentiation of specialized functions rather than through mass participation in centrally located institutions. Centripetal forces still determine the character of both town and city, but centrifugal forces have changed the structure of what we might call the city-region.

The modern city is consequently no longer entirely a compact settlement unit. It is becoming the headquarters of a group of inter-related towns and satellite settlements, which yet form one large community of interests, centred upon a central city.

This specialization of function, associated with a close inter-relation of widely scattered places and performing an integrated functional unit with subordinate centres in the towns, but with nerve centre in the central city, is the essential characteristic of modern society in civilized lands. The metropolitan, or as I prefer to call it, the

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"city-region, thus considered, is primarily a functional entity. Geographically, it extends as far as the city exerts a dominant influence. It is essentially an extended pattern of local communal life, based upon motor transportation. Structurally, this new metropolitan regionalism is axiate in form. The basic elements of its patterns are centres (hubs), routes (spokes) and rims. The city-region represents a constellation of centres. The inter-relations of which are characterized by dominance and subordination. Every region is organized around a central city or a focal point of dominance, in which are located the institutions and services that cater to the region as a whole. The business sub-centres are really complete in their institutional or service structure at the lower level. They depend upon the main urban centre for the more specialized integrated functions.

The city-region is not to be regarded as a clearly defined geographical unit, with sharply defined limits. It is rather a cluster of centres around the capital and the influence of the latter is made evident in its environs by a radiating system of traffic routes, and further afield by isolated single of urbanization strands running to separate towns, each of which in its turn, is a local centre of radiating routes through which it, rather than the capital, becomes a dominant

to be considered as the father of
the nation and the founder of
the republic and the author of
the constitution and the laws of
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"centre for local affairs.

The city cannot be fully understood by reference only to its arbitrarily defined administrative area. It has to be interpreted as an organic part of a large social group and in approaching analysis of the four main urban functions, i.e. that of dwelling, work, recreation and transport, it must be remembered that every city is just the core of a geographic, economic, social, cultural and political unit upon which its development depends.

The regional interpretation of the functions of the city involves a two-fold approach. First, an assessment of the effects of the character of the region, in other words, its resources and economic production, on the character of the activities of the city; and secondly, an examination of the effects of the city as the seat of human activity in organization on the character of this region. In other words inside out and inside in. There is also involved the question of the territorial limits of the central urban core, and its spheres of influence or tributary areas in its multitude of regional functions.

Settlement, route and area are the three facets of the geographical interpretation of this city-region economy. The commercial output of the area, in other words, farming of different types, extraction of natural resources, forestry, industry and a combination of these, calls into being centres

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"differing widely in their interests, their commerce and in the industries arising from the processing of the primary products marketed in them. The quantity of output that passes through commercial channels is the sum total of economic, political and cultural intercourse. It is, in effect, a measure of the nodality of the urban core of the city-region.

If all such intercourse is concentrated in one city, all the commerce for the area would pass through the city and the sum total of this commerce will be the total of its exports and imports. This theoretical state of affairs is never reached because the degree of concentration of circulation in one city in any area depends upon the suitability of the area for commerce, relative to the location of the city core and of its neighbouring; to the conditions of historical development; and to the physical characteristics of the land which may rigidly affect the orientation of routes. Nevertheless, the potency and extent of the sphere of influence of the city are to be measured in theory from the degree of concentration of the circulations of the area around it, in the form of freight, passenger and general intercourse.

The city, in addition to its own natural and artificial population increase --"

By artificial, of course, means immigration, natural being births over deaths.

A (Cont.)

"--draws the folk from its surrounding area to enjoy its special amenities, its shops, institutions, market, art galleries and theatres, etc. From the great growth of cities in the early nineteenth century, stemming from the Industrial Revolution and taking place more recently in younger countries, rural population has been steadily drawn into urban centres, with the resultant phenomena of rural depopulation. It is perhaps worth mentioning that the drift to the larger city is not merely a matter of higher wages and shorter hours; even more it expresses desire for a fuller life, for more varied chances of employment, better facilities for higher education and more social and recreational amenities.

The city is a 'melting pot' and fount of opinion; it disseminates its views on matters relevant to the life and affairs of its citizens and the people of the surrounding towns through the medium of the press. The city must be fed with food for its people and materials for its industry. In this modern era, although the movement of foodstuffs and raw materials has become more world-wide, there is, in fact, a still closer relation between the city and countryside, for all perishable goods must be delivered quickly and daily to the city consumers. Moreover, the economic factor of accessibility to ^{best} the/market dragoons farm areas to supply large open markets so that an even closer tie-up between the great city and its environs results.

The first part of the paper discusses the historical background of the problem. It traces the development of the concept of the "food chain" from its origins in the early 20th century to its current use in ecology. The second part of the paper describes the methods used in the study. The third part of the paper presents the results of the study. The fourth part of the paper discusses the implications of the results for the study of ecology.

The results of the study show that the concept of the "food chain" is a useful tool for understanding the flow of energy and matter in an ecosystem. The study also shows that the concept of the "food chain" can be used to predict the effects of changes in the environment on the flow of energy and matter in an ecosystem. The study also shows that the concept of the "food chain" can be used to predict the effects of changes in the environment on the flow of energy and matter in an ecosystem.

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" Again, with the ever-increasing complexity in the social and economic structure of society in services and organization, the city has acquired a great increase of functions as the regional centre for the distribution of both consumer goods and producer goods, and as a centre of public services. The city makes an impact on surrounding towns and countryside, especially since the advent of the automobile by the expansion of urban built-up land for residence, business, industry and recreation. In doing so, it also affects the character and structure of their erstwhile social and economic rural life.

The modern growth of population has been mainly in urban centres, proportional to the size of the centre. This has meant a snowball growth of existing cities and in no way interferes with the basic plan of distribution of urban 'service' centres. --"

I would like to go back to that a little later with some sketches, if it is permissive.

THE CHAIRMAN: Yes.

A "Secondly, new seats of industrial production, plus the seats of production of raw materials or a place of assembly, for example Sherritt-Gordon of Fort Saskatchewan, have given rise or will give rise to new population clusters, which give rise in turn to urban 'service' centres. Thirdly, the spread of population in the big city results in the spread of the central urban area into the regional area, radially and frontally, merging

It was with a great deal of interest
that we were told that the
service of the country was
being rendered in a most efficient
manner.

The work of the service was
being carried out in a most
efficient manner and the
results were most satisfactory.

The service was being rendered
in a most efficient manner
and the results were most
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A (Cont.)

"with and often absorbing pre-existing centres in its closer environs (for example, Jasper Place and Beverly). These once outlying urban clusters, though absorbed in the urban mass, usually retain their functions as commercial, or at worst --"

That worst doesn't mean worst in that sense, but residentially speaking.

"--residential, sub-centres. And lastly, the extension of the big city results in the appearance of new settlements budding off from it, sometimes being independent centres, both legally if beyond the city boundary, and economically without any relation to the laws governing the origin and growth of urban service centres.

We can now, I believe, examine the physical structure of the city-region in a more simplified form. In the first place, we have the central built-up urban core, --"

Well, I don't want to go back to the urban tract, I put it in for comprehensiveness, the built-up urban core irrespective of boundaries --

"--sometimes known as the 'urban tract', which could be defined as the compact and continuous central urban built-up area. It naturally pays little attention to existing political boundaries, due to the phenomena of urban fringe growth. Outside of this, we have a second and extended circumscribing area, sometimes referred to as the 'city settlement area', and sometimes also

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A (Cont.)

"called the 'greenbelt', "

Greenbelt in its various type of meaning.

"--which encloses the 'urban tract' and the outer zone of urban fringe. Within the 'settlement' area', which is basically rural, there may be small urban nuclei; depending on their relationship to the central urban core, they may or may not become true satellites, as one means of directing the unlimited growth of the urban core. But, circumscribing all this, is the still larger area sometimes called the 'trade area', which is, in fact, the true city-region. It is, of course, served by a net of routes - rail, bus and road. The outer limit of this 'trade or circulation area' is vague and indefinable as a line except very diagrammatically.

In conclusion, I would like to quote an extract made by the United States Census Bureau, as long ago as 1927, when a Committee was appointed by the Industrial Bureaus of the Chamber of Commerce.

'The real city of today, because the automobile, the telephone and other distance diminishing agencies, extend not only beyond existing city boundaries but beyond the boundaries of any area which might be annexed by the city; because of this, there are students of the subject who are inclined to oppose further annexation except in the cases of obviously misfit or irregular boundaries,

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The first of these is the
fact that the population of
the world is increasing at a
rapid rate.

The second is the fact that
the world's resources are being
depleted at a rapid rate.

The third is the fact that
the world's climate is changing
at a rapid rate.

The fourth is the fact that
the world's environment is being
polluted at a rapid rate.

The fifth is the fact that
the world's economy is being
disrupted at a rapid rate.

The sixth is the fact that
the world's culture is being
eroded at a rapid rate.

- 2354 -

A (Cont.)

" 'but to favour instead the creation of a new unit, the city-region,'"

I must admit I put my own words in there for clarification, but that is the word they mean in their quote.

" ' --which would have charge of certain common public services, such as main highways, water supply, sewage disposal, park systems, police and fire protection, leaving the municipalities within the region autonomy as to their individual concerns. However, the planning function, as distinct from and part only of the whole local government function, must be a city-region-wide function. A clear definition of such city-regions capable of application to all situations is still to be worked out. There are, however, certain considerations that should be borne in mind when drawing the boundaries of the city-region, i.e. it is an area within which the conditions of manufacturing, trade, transportation, labour and living, in brief, the daily economic and social life, are predominantly influenced by the central city.'"

Although this was written as long ago as 1927, it is still most pertinent."

The next section which I hope there is some continuity in it is the problems of continued urban growth.

"There is a special problem which the modern planner is meeting, perhaps more acutely than before; that is the problem of the ultimate population for which

-2355-

A (Cont.)

"he must provide enough land for all uses. I mention briefly the general feeling that there is a need to limit growth and to deflect new additional growth away from the great urban cores in the interests of a better and healthier balance between town and countryside. Looking at the problem from a quite opposite angle, that is to say from the point of view of the processes and techniques of good city planning, perhaps the first of these processes in the preparation of any urban master development plan is the matter of quantity and zoning of land for all uses, which means in effect answering the question - "For how many people am I to provide in the residential areas, and for how many factories, of what size, employing how many people in the industrial zones?". In other words - "What is the ultimate population for which I am to plan?" Today, whatever aspect of the city you examine, we find the need to design the zoned areas like the buildings themselves, that is to say, specifically for their purpose."

I might just comment here that when I first came to the city I discovered that originally all blocks were laid out as a chain, that is why we have 66 foot streets and originally 33 foot lots, even industrial property was designed on the 33 by 132 or 150, as the case may be, in other words there was

- 2356

A (Cont.) a one size lot for every use, which is painfully ridiculous when you realize different uses obviously need different shapes of land let alone sizes.

"Each area is a specialized area, just as a hospital, a modern store, an office building is a specialized building, not merely a large house adapted for a different use.

Now, the result of this specialized and deliberate kind of urban design is, as I see it, that you cannot keep adding to it by the addition of circumferential rings or ribbon types of development. Your central commercial administrative areas, --"

We, should suggest a given population, in other words we had a downtown area concentrated place for business in 1932 which obviously could only accommodate a city/^{of} a certain size because of its own size, being in relationship to the size of the downtown area compared with the whole city.

"-- for example, are designed to serve a given population and, like any other good design, such as a piece of sculpture, cannot really be added to unless considered as a whole. The central areas particularly, surrounded as they must be by the other developments, cannot physically expand except in a vertical direction with all the evils of inflated land values and congestion that goes with this kind of development."

I can condition that, I think, a little later in other, there are other ways to expend by penetration into other

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A (Cont.) use areas which are deteriorating and also be redevelopment where change in use can happen as well, we haven't, as yet, fortunately or unfortunately had an opportunity to do anything about this city, quite a different thing from new development.

" The question then arises - are/^{we}to assume the responsibility of saying "So much growth and no more!"? This is to be a city of 100,000; that a city of 300,000; and that of 1,000,000 and so on? For myself, I am by no means one to accept light-heartedly the idea of rigid limitation of growth, any more than I can accept the axiom that 'the bigger the city the better'. I believe a workable future approach can be seen through this present time of change and transition and that it is a pattern of nucleated development growth; that is to say, not by continuous accretion to the old urban nucleus, but by the growth of new quasi-independent cells, quite detached yet related to the parent body, namely the satellite town principle in its truest form.

This kind of nucleated or unit development appears in fact to be the way things are going in practice elsewhere,--"

Not so much by, at the planners behest but through force of circumstances by individual development

"--even in our present metropolitan areas where, as it gets more and more difficult to travel, or to park in and around the main centre of the

A (Cont.)

"city, the suburban areas, or district centres, as they are beginning to be called, becomes more important. This is only a reversal of history, because these suburban centres were often villages or small towns in their own rights before being absorbed by the metropolis and often retain their own local government powers. What has been lost, however, is their own physical identity and this is something we need to recapture in our nucleated development, instead of an infinite urban sprawl.

To have a regional capital and a heirarchy of satellite towns around the capital core, pre-supposes a more balanced distribution of population in the whole region than we now have or than we are likely to have, if present trends continue unchecked."

Some planners have been relating this concept to the human body where there is perfect balance, shall we say, in the various parts. The arteries are like highways, certain types of protoza when they become too big break off and have their own individual ones but they don't become over sprawled around their original mother. There are many instances in natural history which I believe we planners could well study.

" The danger all designers and advocates of new forms of urban growth have faced is that, by the very nature of things, they are about to describe a vision of idealism or Utopia, as seen through their own eyes. We must, therefore, preface all

- 2359 -

A (Cont.)

"suggestions with a warning that the first ingredient of any future plan is the provision of simple and effective machinery to encourage constant renewal of the fabric of this city and the region. The guiding principle of its design must be adaptability to change. The second must be the principle of variety within the unity of concept to provide for freedom of choice of individuals and families as to jobs, homes, recreation and schooling, or any of those myriad activities that give richness, contrast and life to a large community. The concept of the region implies a balance between cultivated farmland, the central urban core and other urban nuclei, and unravaged nature. Each offers its unique contribution to man, each complements the other. Through such variety man's whole existence is enriched. The region thus conceived can become the healthy basis for our future plans, whereas the continued conflict between the city and country life robs each. It is the metamorphosis of the trend to present city overspill, into the balanced region to which I look forward. This new city-region will embrace many towns and will bear only a faint resemblance to what we have today. A principle ingredient of each new region will be a galaxy of new towns."

I didn't quite mean it in the sense of myriad of them but a heirarchy would have been the better word.

"A second is the full-fledge redevelopment of the

- 2350 -

A (Cont.)

"old city, or rather the total urban core, with congestion eliminated and light and life let into the old stagnated areas."

This vision, of course, is not Utopian as it sounds, it couldn't be accomplished in a day by any means, it is an ideal to strive for we know we probably will arrive by compromise or our children will, if we believe in these things

"New towns as the keystones of the region are the best hope we have of creating a better environment, capable of constant renewal and improvement; they are economically and technically possible today.

It will be argued that the cost will be prohibitive. Let us, for a moment, examine this fallacy. How will the building of new towns, rather than an unchecked extension of the present sprawl, add a dollar to the cost of homes, to the cost of schools, roads, water, sewer lines, fire and police protection or to the cost of doing business, although in the accepted reasons for new towns, lie the possibilities of an incomparably better physical and social environment, rather than the comparative costs."

In other words I think I would like to prove that costs are no more, that is not the point, the point is the better physical and social environment to live in and work.

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"I am convinced that real savings are possible, even at vastly higher physical standards. Homes in the new town will be built over a relatively short period of time."

Such is the experience of new towns in Britain.

"It has been proved over and over again that this is one way of economizing in house building. But even so, we will be asked whether it will be not cheaper to build on land already served or could be served by extensions of existing utility lines. In extending a utility system, what is more important is that the major cost of utilities lies in the local distributing and collecting systems, which would have to be built in either case."

I wonder if I could just side track for a moment and draw a small sketch which is pertinent to this point.

We will take the two cases where you have an urban core spreading out with utility lines going out and little branches going out, let us take a sewer line, for instance. The two ways that we see that growth can happen is for expansion of an urban ring unchecked, or possibly even checked or alternatively calling that a stop there and having, shall we say, satellites as you come into this expanded region down here the cost per lineal feet of sewer in there may be no more than it was in here but that all the little extra connections coming into it the cost is borne, actually at this point where the volume becomes so large you either have to build a brand new main to the point

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A (Cont.) of exit or you have to increase your existing main by some times tripling its diameter, a very very costly thing when it is in built-up areas. The other alternative is to let these things go out to their, shall we say, their existing limits without new proposed plans and to create individual plants for each other. Now, in this case obviously the little fellow down here is identically the same in cost to this per lineal foot but I think you can see by adding this together it is very unlikely that the cost of this ^{will} be higher than that type where you have these sometimes almost impossible difficulties of unearthing old sewer, very deep down, and extending them and increasing their diameters.

"Certainly, the design for a system for a new town, where the demand may be accurately calculated from predetermined maximum populations would produce far greater economies than piecemeal extensions of roads and utilities, from the current urban core, as of now."

I think the same thing could probably be proved for roads as well as utility lines.

"The same would apply for schools and shopping centres, etc. The cost of land in new towns would be very much less than what it is now on the urban fringe generally speaking. In addition, there are the clear advantages to the manufacturer in locating on inexpensive land, where room for expansion can be reserved at little or no cost. Too little advantage has been taken of the

-2363 -

A (Cont.)

"possibility of planned industrial districts in aiding manufacturers in their constant effort to reduce costs and highly competitive economy." I am not so much belittling what we have been able to do in Edmonton itself, I am talking at large for many cities.

"The prospect that new towns may cost no more is not evidence that they offer a better life, but since they will cost no more, I feel our decisions need not be prejudiced by any uncomfortable qualms that we are talking of an unattainable Utopia.

In discussing continued urban population increase, many large cities have been studying these problems for some time and most are prepared to spend millions to speed more people and more goods to the already choked centres of the cities."

It might be interesting, and somewhat humorous to hear that when I was in Chicago one of the biggest experts on planning I happened to meet in the States was passing through down there and said to me one day "What would be your answer to Chicago? So lightheartedly I said I think it would be much better if it was forgotten and was rebuilt entirely fifty miles inland. He said you are probably right, it would be cheaper, but they will never do it.

"This vicious spiral must be broken. The time has already come when we are wasting our sub-

- 2364 -

A (Cont.)

"stance by attempting to squeeze more cars, goods and people into smaller and smaller areas. The simple geometry of the plan will surely defeat us no matter how long we postpone today by ingenious engineering and expensive stopgaps, which almost without exception, are outmoded and inadequate before they can be finished. The area available for building on, as we approach the city centre, shrinks as the square of the distance. Its lanes needed to carry the traffic multiply, the parking areas such as they are get entirely out of hand, at the same time as the demands of business remain unsatisfied, even as storey^{after storey}/is piled skywards, There can be no resolution to this dilemma, until many of the traffic generators are removed to outlying sites. Space, not more mechanical gadgets, is the only sound solution. "

And I also include these traffic lights on our bridges as mechanical gadgets.

" When speaking of this new continuing growth, we assume that the creation of new towns is one answer which, though they may be dependent on the larger city urban centre, have some degree of independence and local pride of place. In a sense they will, by public control of the intervening land, be limited in their ability to expand. This intervening land is sometimes called the greenbelt. In fact, it appears that the extent of this land to remain open, may become the key to

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New York City
1900

A (Cont.)

"our cities' and towns' ability to survive atomic attack,"

Insofar as we can plan against such things --

"--or the even surer and more relentless attacks of urban obsolescence.

Therefore, large areas several miles in width should separate the new towns from the parent city. This land is not intended to lie fallow and unused, but instead could become the greatest social asset. Several uses could suggest themselves; first, truck and market gardening for local consumption; secondly, ordinary agricultural pursuits; and thirdly, active recreation where streams or natural features suggest boating, swimming, --"

and so on and so on and again institutions like jails or hospitals or asylums, or shall we say schools like Ridley College, boarding schools which require items of land and which, in my opinion, are not magnetic attractions to other forms of urban accretion, could well fit into my ideal greenbelt, in other words we should find uses to put in the greenbelt which do give the owner some returns. However, there is a very much more important thing regarding greenbelts in my mind that I would like to discuss later, that is compensation which unfortunately has no place in our legislation at the moment in regards to this.

"-- riding, climbing or winter sports and finally, the preservation of a natural wilderness that can

- 2366 -

A (Cont.)

"be reached by all.

In conclusion, one might state that the city region will assume a special character growing out of a changed emphasis on social values. It will be distinguished by contrast of vast open and productive land, with closely knit urban social units, of safely speeding traffic, of the peaceful calm of pedestrian parkways, and a simpler world.

However, let us not delude ourselves that these innovations will be the final answer.

A generation or two later, we will hear all too nostalgic sighs when our sons begin to redevelop our city-region, for I am convinced that, before we are finished with our first job, the rebuilding will have to begin again. The process will be continuous. "

We don't know the answers, the final answer, growth is always there.

" A few points deserve repetition here. The first, that in making judgments to the value of each proposal, we give decisive weight to the promotion of social values. The second stems directly from the first - that variety and contrast are essential if the individual is to have true freedom in its deepest sense, and may I emphasize that this cannot be achieved through the directives of a single designer. Variety will only be achieved through the democratic

- 2367 -

A (Cont.)

"process of many gifted men working as free agents within the flexible framework of an overall regional plan. The third, is that we must plan for constant change, leading to the development of a finer way of life.

We are not kept from having our city-region by any lack of technological know-how, or by lack of means. But until now we have lacked the will to face the basic policy decisions that must be made."

The next section, the last one you wanted I think, isn't it, defining the limits of the --

THE CHAIRMAN: Yes.

A Of the central urban core. Do you want that one, Mr. McNally?

Q I think so, Mr. Dant, let me see how long this is. There are some questions which grow out of the other two. Would you prefer to have the questions or, all deferred to the end or --

A Yes.

Q Might we have some questions at this point on the two sections you have read.

A Yes, perhaps it would be best that way because actually that last section I read is more related to the previous ones, there seems to be a little stop here, you see, in describing what is --

Q Yes.

A And --

Q And this provision 3 covers about 11 pages, perhaps

and on July 10, 1910, the same day

the section was completed.

For a further description of the section

see the report of the section.

Section 10.

Q (Cont.) it would be better for us to have some questions on the two that we have just completed.

A Yes, you see, 4 and 5 are really very much related, if you want 4 you should have 5 too.

Q Yes, quite so.

A They form accommodation and 6 and 7 --

Q Yes, quite so, I think as we go along we probably will decide to have it all read?

A I beg your pardon?

Q As we go along I think we shall decide possibly to have it all read?

A Oh, I see, well --

Q Now, are there questions that occur to any of you Gentlemen? Instead of continuing the session till 4:15 today as we usually do the Commission has to adjourn at 4:00 to meet a representative of the government over another matter.

A I see.

Q And so we have just the remaining 7 or 8 minutes that are left here and I think we might have some questions on these two sections.

A Yes.

Q Is there anything that occurs to you Mr. Garside.

MR. GARSIDE: I would just like to make it clear to the Commission that I understand that this brief was prepared by Mr. Dant as a professional planner and not as the city planner and it deals with general principles rather than with conditions which may apply to this city.

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THE CHAIRMAN: Yes.

MR. GARSIDE: The questions I would have to ask would be more in the nature of matters strictly concerning the conditions in Edmonton and its environs later on. Any questions I ask him now would be to enable me to answer some of the matters that he is writing about.

For instance, in the first, take page 3 you say "In the first place there has been a radical change in the character and complexity of city functions," what do you mean by that radical change?

A Radical change?

Q Do you mean its transportation and so on ?

A Well, if we could look upon Edmonton in 1900 and what it is today I think the change we will see first of all would be the number of new functions that we have had to take over to keep the larger city going than what the small little town was. There has been a change in a number of functions and I suggest too, although I wasn't in the city at that early time there would seem to be a change in the size of the service, not only in the number of services but in the size of the services and then again in their complexity too. What I have said in that sentence down there is that these changes in these functions have paralleled the changes in the kind of life we enjoyed then and what we enjoy now. That is all I am saying in effect, a general statement.

THE CHAIRMAN: Yes, you don't have to emphasize that to me, I used to walk from Whyte Avenue to Jasper

- 2370 -

THE CHAIRMAN: (Cont.) Avenue, if I wanted to get there, all the choices I had was to go over the Low Level Bridge or go across Walters Ferry, those were the choices.

A That is before we had city transport, was it?

Q Yes.

A There is a change you see in function, it changed your character too, hasn't it, possibly?

Q I think I could admit that even.

A Well, sometimes these changes aren't necessarily for the good, I quite agree.

(Laughter)

THE CHAIRMAN: Well, I am prepared to take the ground that as far as I am concerned it was.

Q MR. GARSIDE: You were speaking in here of satellite units and I was wondering if you could tell me whether or not there is any sort of rule of thumb of how far one satellite town should be from the central core.

A No, I don't believe there is. As an example the satellite towns, some ten in number, being built around London now in England vary from 25 miles to 45 miles, at a guess. They, I do think possibly that when they have got more of these things built we can possibly see some relationship between distances away being a relative factor of the size of the urban core. In other words it seems to me that the larger the city they should be further away than for a smaller city but if the satellite principle is to work, really work on the field, on the ground then its main premise

London,

My dear Mr. ...
I have just received your letter of the 14th inst.

and am very glad to hear that you are well.

Yours faithfully,
John Lubbock

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A (Cont.) is that the satellite does not by any misadministration or who is in charge let it become engulfed by the city, in other words it must always be a separate entity in other words I don't think we should have them less than five miles considering the size of the city maybe seven miles, maybe ten miles but another way to look at it, which some planners have been writing about recently is not so much distance as prime distance, in other words we know we can cover a certain distance much quicker using a certain kind of a vehicle depending that that vehicle is the correct one and that time is a reasonable one, like a motor car travelling at 30 miles an hour it is obviously quite different from somebody, where motor cars don't exist, where they have to come in by bicycle, for instance, where the distance may be further out, you see or closer in, I mean to say, the time distance factor I think is more important than is the pure distance and there is no fixed formula for these things but they should be far enough away so that the satellite never becomes part of the body of the parent.

THE CHAIRMAN: Mr. Dant, Mr. Blackstock made considerable point the other day in cross-examining Mr. Gertler of some sort of definite concept of satellites as used by the planners. Now, the impression we got, I think it is set out in Mr. Gertler's testimony, was that one of the controlling or factors of the thing was that the satellite town should be self sufficient, he was all against what he called pendulum traffic?

A That's right.

1940 - 1941

1. The first part of the report is a general survey of the situation in the country. It is a very interesting and informative account of the state of the country at the time. The second part of the report is a detailed account of the work done during the year. It is a very thorough and complete account of the work done during the year. The third part of the report is a summary of the work done during the year. It is a very concise and clear summary of the work done during the year.

THE CHAIRMAN
Mr. Chairman, we have the honor to acknowledge the receipt of your letter of the 10th inst. and in reply to inform you that the same has been forwarded to the proper authorities for their consideration. We are sure that they will give it the attention it deserves. Very respectfully,
Your obedient servant,
[Signature]

1-R-34
N. Dant -Garside ex.

- 2372 -

Q In from the satellite to work in the morning and out again at night?

A That is right.

Q Now --

A That is another, another, that is another of the principles which should govern the correct location of satellites, Mr. Garside asked me about distance --

Q Yes.

A -- that is one. Function, you just mentioned is the second. There are around eight cardinal points that should be mentioned in connection with correct location.

Q But one of the very greatest of importance, I should think, would/^{be}that the city, that the satellite town should be independent and self-supporting?

A That is right.

Q Having industry and sufficient of everything to enable it to carry all the services which its people would require without connecting up with the city water mains --

A I quite agree with that, it wouldn't be totally self-contained in the sense that it could only supply the services that the size of the population can logically supply, in other words you would/^{not}expect it to have its university there but it is self-contained, that is to say with fundamentals, living and working and playing.

Q Yes.

A But when it comes to the larger things then you have a little dependency on the central core.

to the fact that the population is not

uniformly distributed

over the area

...

the population is not

uniformly distributed

over the area

the population is not

uniformly distributed

over the area

...

the population is not

uniformly distributed

over the area

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the population is not

uniformly distributed

...

I quite agree with you, it would be really odd-

contained in the sense that it could only supply the

services that the size of the population can logically

supply, the other order you would expect it to have

the same way as the other order

-2373 -

Q Yes, well --

A You are quite right, that is very important, for self-determining, self-contained.

Q I had excluded university and things of that nature but the main point is that it isn't to be dormitory for city workers?

A Right.

Q Or workers employed in the city?

A Yes.

Q Well, Mr. Dant, if it is agreeable to you we will resume this cross-examination or reading, as the case may be at 9:45 tomorrow morning?

A 9:45, all right.

Q Yes, thank you very much.

(At this time the Hearing was adjourned until 9:45 a.m. the 6th day of January A.D. 1955.)

